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ABSTRACT

The program is designed to provide a system for joining job seekers and job providers in Community School District No. 9 through a medium of teaching and training and to meet the immediate and future job training needs of community residents. The program was conducted according to the following processes: (1) a needs assessment, an income and education analysis, and an employment analysis of the district; (2) an evaluation of other job training programs; (3) an examination of existing manpower programs in the district which are later evaluated in a conference; (4) an outline of major businesses and continuing education programs; and (5) an outline of a plan for the development of cluster center components. The implementation plan for a program to meet the employment needs of the district include the following components: outreach to community residents, career counseling, comprehensive client assessment and recommendation, basic skills program, job training centers, on-site job training program, computer based job market analysis and job placement, follow up and evaluation, and coordination with existing programs. A list of references and a bibliography are included. Appended materials include form letters, the questionnaires used in the study, and manpower training programs in the district.

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CAREER OPPORTUNITIES PROGRAM

**COMMUNITY SCHOOL
DISTRICT NO. 9, BRONX, N. Y.**

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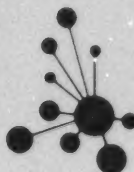
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*A Manpower Needs Assessment***

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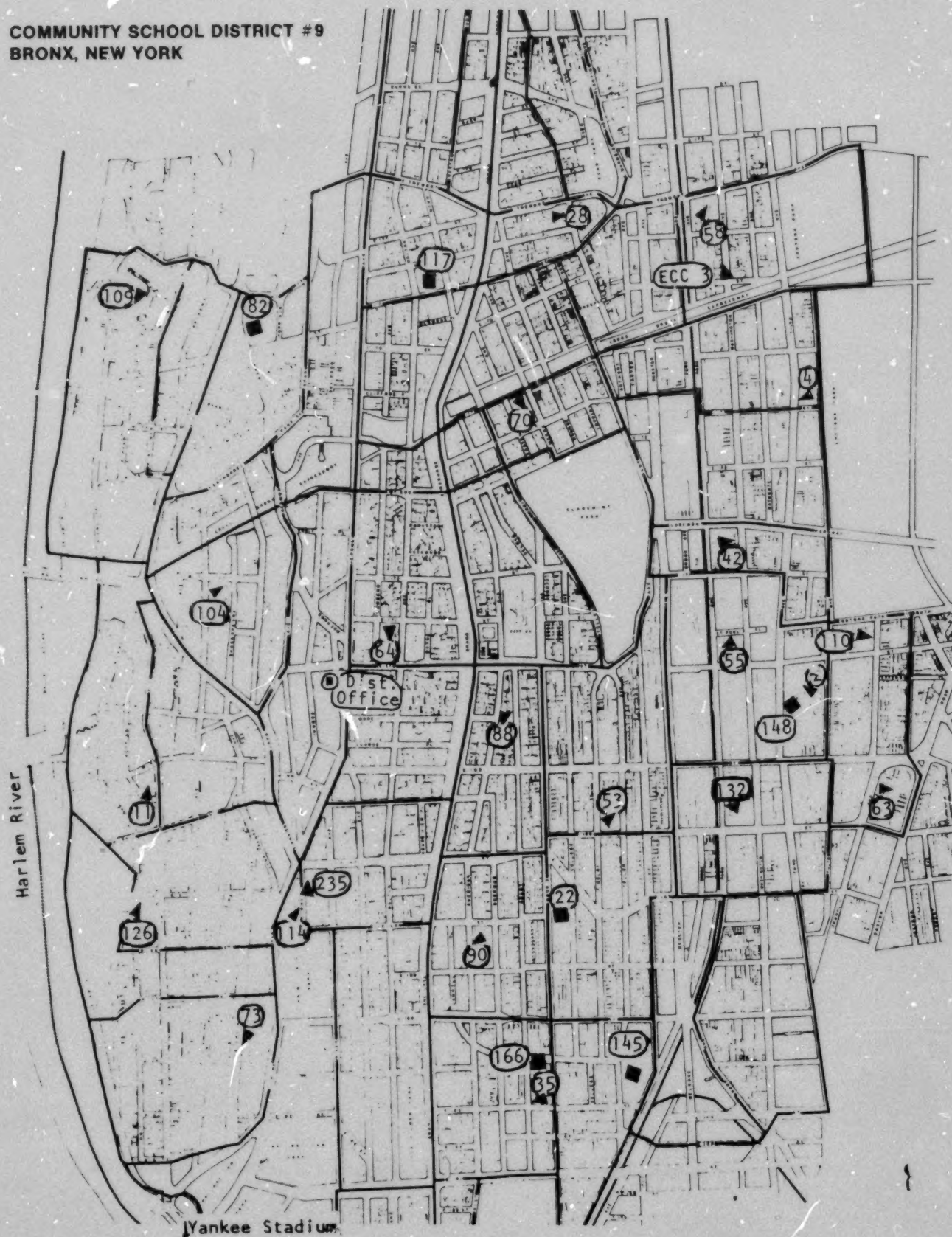
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COMMUNITY SCHOOL DISTRICT #9
BRONX, NEW YORK



CAREER OPPORTUNITIES PROGRAM PROPOSAL OUTLINE

PROGRAM COMPONENTS

Manpower Development — Continuing Education — Job Placement

- Outreach to Community Residents (Adults and High School Dropouts)
- Career Counseling Centers (with Industry and Business Support)
- Computer Based Job Market Analysis
- Comprehensive Client Assessment and Recommendation
- Basic Skills Program (Literacy Skills for High School Equivalency Diploma)
- On Site Job Training Program
- Job Training Centers
- Job Placement
- Follow Up and Evaluation
- Coordination with Existing Programs (Manpower and Social Services)
- Linked System of Bilingual Education and Human Resource Centers
- Empirical Research Component

INTRODUCTION

An effective Career Opportunities Program needs to be designed in terms of providing systems for joining job seekers and job providers through a medium of teaching and training. Inasmuch as both job seekers and providers exist in a dynamic state, a mere inventory of job opportunities would be obsolete on the day of completion. Nevertheless, analysis is necessary to assess the effectiveness of past and present programs to the community.

An unfortunate aspect of the manpower training and employment picture is that it is a counter cyclical problem. Manpower training and placement programs are most desperately needed when the economy performs poorly and the resources for such purposes are difficult to find.

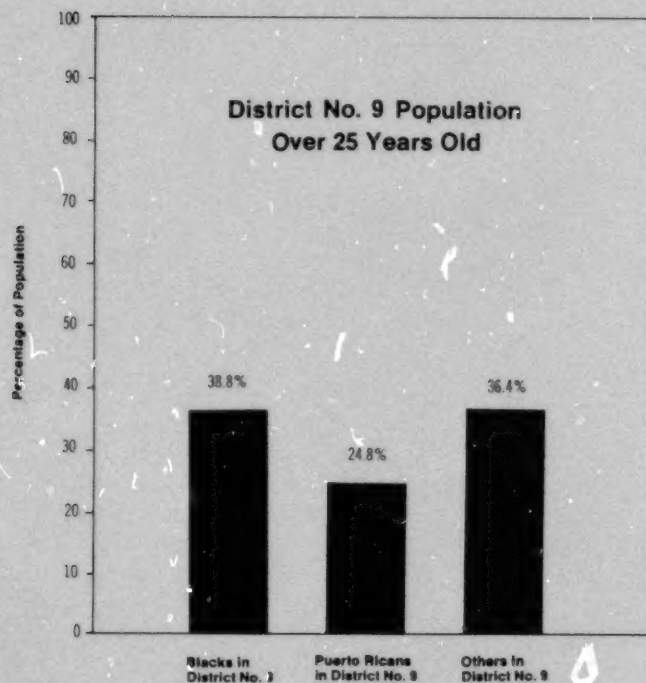
In addition, it is of vital importance to recognize the presently chaotic state of the manpower training universe in New York City.¹ Identical programs are duplicated under a variety of auspices: The New York City Board of Education,² the New York City Manpower and Career Development Agency,³ the New York Model Cities Program,⁴ and the New York City Health and Hospitals Corporation.⁵ Trade unions, and many private businesses also conduct job training programs with similar components.

However, as there is little or no horizontal communication between these agencies, the sponsors of successful programs have little incentive to provide information on how to replicate their concepts and programs while failures tend to reproduce apace.

Contemporary technology is changing our society at an exponentially increasing rate. It is not uncommon to find programs which prepare people for jobs which disappear during the course of the training. It is no longer possible, as it was a century ago, to give people skills which will ensure a lifetime of employability. The resources must be

assembled to enable people to perpetually update their salable skills to meet the needs of a fluid and unpredictable job market.

Therefore, recommending the design of another program that will only train a certain number of people to be hairdressers, typists, auto mechanics, etc. (though surely necessary), would not in itself be adequate to meet the manpower needs of Community School District #9. The most urgent priority for the District is to design and implement a dynamic response mechanism capable of fulfilling both the immediate job training needs of community residents and those which will certainly be needed in the future.⁶



NEEDS ASSESSMENT

Income and Education Analysis

-Approximately 150,000 people⁷ over the age of 25 reside in Community School District #9. The population includes 38.8% Black,⁸ 24.8% Puerto Rican,⁹ and other Spanish speaking persons, and 36.4% Other.¹⁰ They have fewer years of formal education, earn less money, and work at more menial jobs than most of the adults in America.¹¹

Families Earning Less than \$5000 Annually

- 32.4% of the Black persons in District #9 earn less than \$5,000 a year.
- 39.9% of the Puerto Rican and other Spanish speaking families living in District #9 earn less than \$5,000 a year.
- 23.8% of Other persons in District #9 earn less than \$5,000 a year.
- In the United States as a whole, only 19.3% of the families earn less than \$5,000 a year.

Dropped Out of School Before the Fifth Grade

- In Community School District #9, 8.9% of the adults dropped out of elementary school before the fifth grade¹² compared with the national average of 5.6%.¹³
- The dropout rate before the fifth grade for Black residents of the District was 5.9%,¹⁴ just slightly ahead of the national rate.
- 17% of the Puerto Rican population dropped out of school before the fifth grade. Thus one Puerto Rican adult out of every six living in the District #9 (or thrice the

national rate) has not completed more than four years of elementary school.¹⁵

-6.8% of Other persons in District #9 dropped out of school before the fifth grade.

Never Attended High School

-30.3% of the Black residents in District #9 have never attended high¹⁶ school compared with the national rate of 27.8%.¹⁷

-50.2% of the Puerto Rican population has never attended high school.¹⁸

-38.4% of Other persons in District #9 have never attended high school.

Professional and Technical Workers

-Though 14.8% of the national labor force are professional or technical workers, only

-8.7% of the Black population in the District are professional or technical workers;

-4.7% Puerto Ricans in the District are employed as professional or technical workers; and

-14.6% Others in the District are employed as professional or technical workers.

Clerical Workers

-Though clerical workers (the lowest paid of the white collar jobs) comprise 13.4% of the national labor force,

-29.3% of the Black workers in District #9 are employed as clerical workers;

-22.7% of the Puerto Rican and other Spanish speaking population in District #9 are employed as clerical workers; and

- 32.4% Others are employed as clerical workers.

Service Workers

- Though only 7.9% of the national labor force is employed as service workers (janitors, dishwashers, guards, porters, etc.),
- 20.2% of the Black population are employed as service workers in District #9;
- 17.8% of the Puerto Rican and other Spanish speaking persons in District #9 are service workers; and
- 12.2% Others in District #9 are employed as service workers.

Managers, Officials and Proprietors

- Managers, officials and proprietors, who are 8.0% of the national labor force, comprise only
- 3.2% of the Black workers in District #9;
- 3.7% of the Puerto Rican and other Spanish speaking population; and
- 7.3% Others in District #9.

Occupational Groups in District #9

- Clerical workers (bank tellers, cashiers, clerks, mail carriers, secretaries, typists, etc.) account for 28.8% of the labor force in District #9.
- Service workers (porters, dishwashers etc.) account for 16.7%.
- 13.6% of the District's workers are machine operatives (manufacturing, checkers,

clothing ironers and pressers, gas station attendants, laundry workers, packers, etc.).

-10.7% of District #9's workers are craftsmen (carpenters, electricians, jewelers, mechanics, repairmen, motion picture projectionists, painters, plumbers, tailors, telephone repairmen and installers and upholsterers, etc.).

-9.9% are professional and technical workers (engineers, architects, lawyers, doctors, nurses, clergymen and teachers, etc.).

-6.1% are in sales.

-5.7% of the people are laborers and household workers.

-5.5% of the labor force is transport equipment operatives (bus drivers, conductors and motormen, delivery men, parking lot attendants, taxi drivers and truck drivers, etc.).

-4.8% are managers and administrators.

EDUCATIONAL COMMUNITY RENEWAL PROJECT

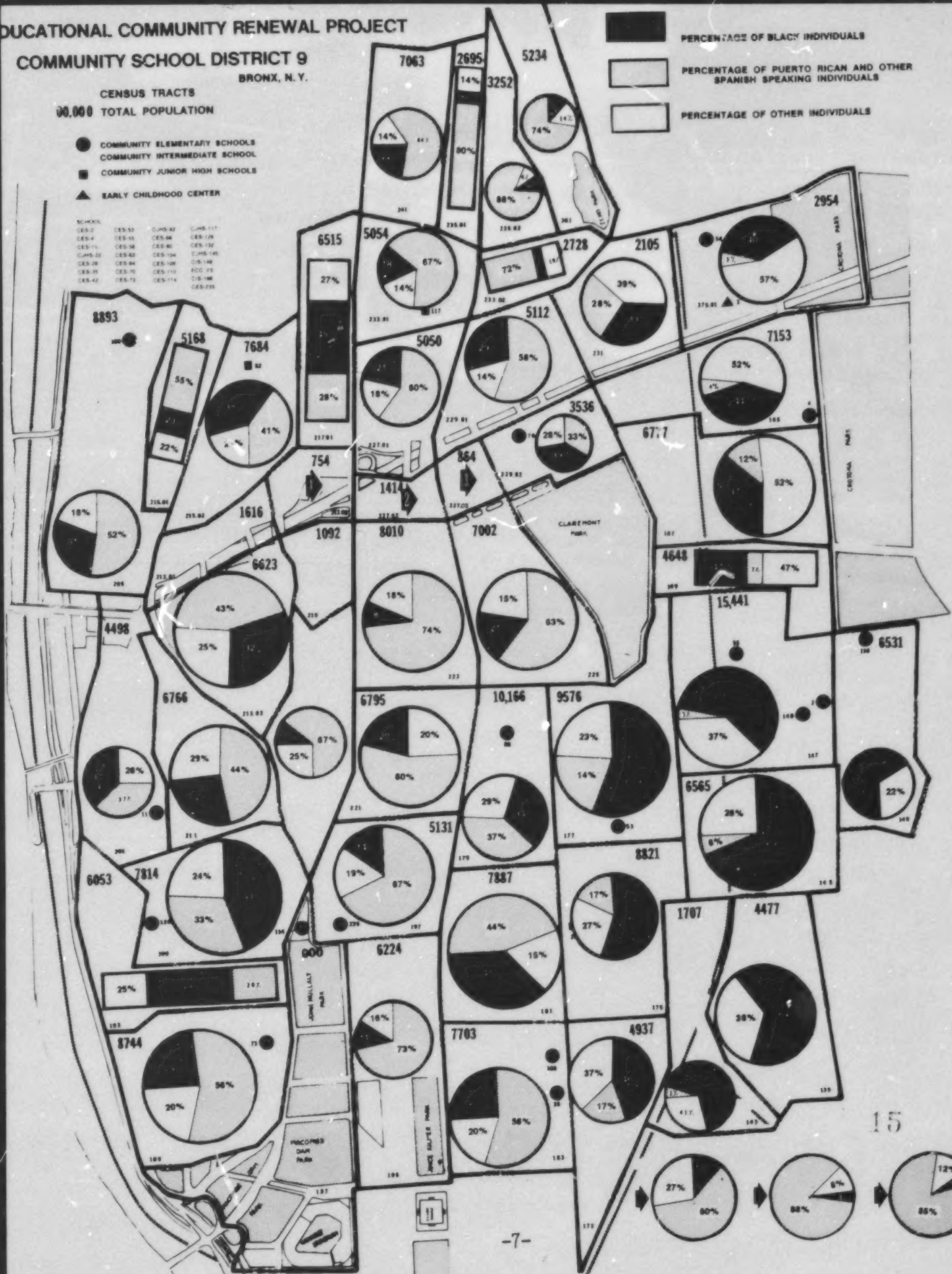
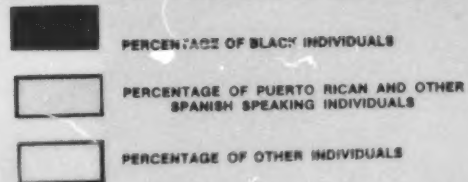
COMMUNITY SCHOOL DISTRICT 9

BRONX, N. Y.

CENSUS TRACTS
90,000 TOTAL POPULATION

- COMMUNITY ELEMENTARY SCHOOLS
- COMMUNITY INTERMEDIATE SCHOOL
- COMMUNITY JUNIOR HIGH SCHOOLS
- ▲ EARLY CHILDHOOD CENTER

SCHOOL
CES-2 CES-53 CUMS-82 CUMS-117
CES-4 CES-54 CES-88 CES-120
CES-11 CES-56 CES-90 CES-132
CUMS-22 CES-62 CES-104 CUMS-145
CES-28 CES-64 CES-108 CES-148
CES-35 CES-70 CES-110 CES-149
CES-42 CES-72 CES-114 CES-150



EDUCATIONAL COMMUNITY RENEWAL PROJECT

COMMUNITY SCHOOL DISTRICT 9

BRONX, N. Y.

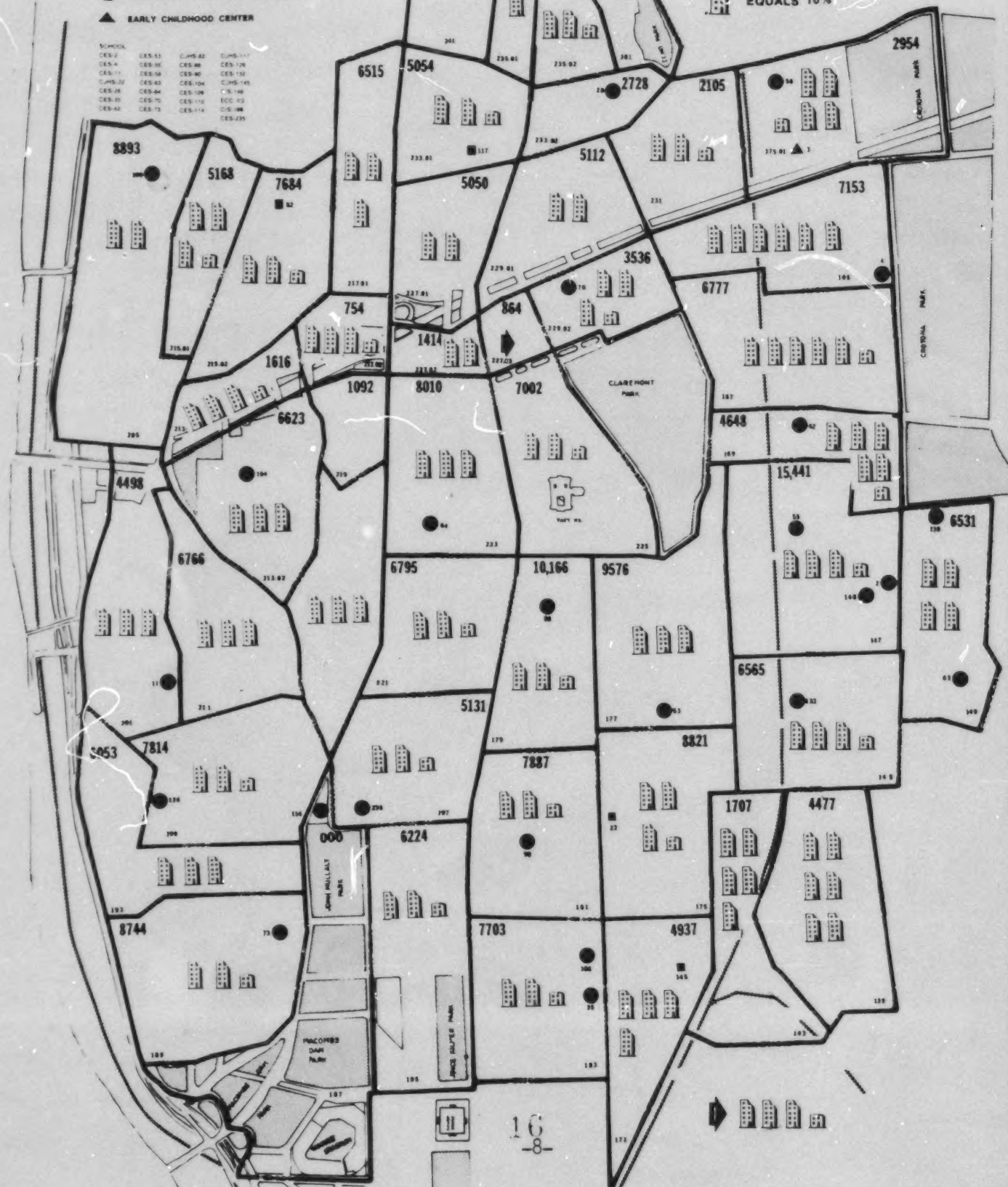
CENSUS TRACTS
00,000 TOTAL POPULATION

- COMMUNITY ELEMENTARY SCHOOLS
- COMMUNITY INTERMEDIATE SCHOOL
- COMMUNITY JUNIOR HIGH SCHOOLS
- ▲ EARLY CHILDHOOD CENTER

SCHOOL
CES-1 CES-53 CES-62 CES-117
CES-4 CES-90 CES-98 CES-126
CES-11 CES-50 CES-60 CES-132
CES-12 CES-63 CES-104 CES-145
CES-28 CES-64 CES-106 CES-148
CES-35 CES-70 CES-110 CES-153
CES-42 CES-73 CES-119 CES-198
CES-235

PERCENTAGE OF
HOUSEHOLDS EARNING UNDER
\$5,000 PER YEAR

EQUALS 10%



EDUCATIONAL COMMUNITY RENEWAL PROJECT

COMMUNITY SCHOOL DISTRICT 9

BRONX, N. Y.

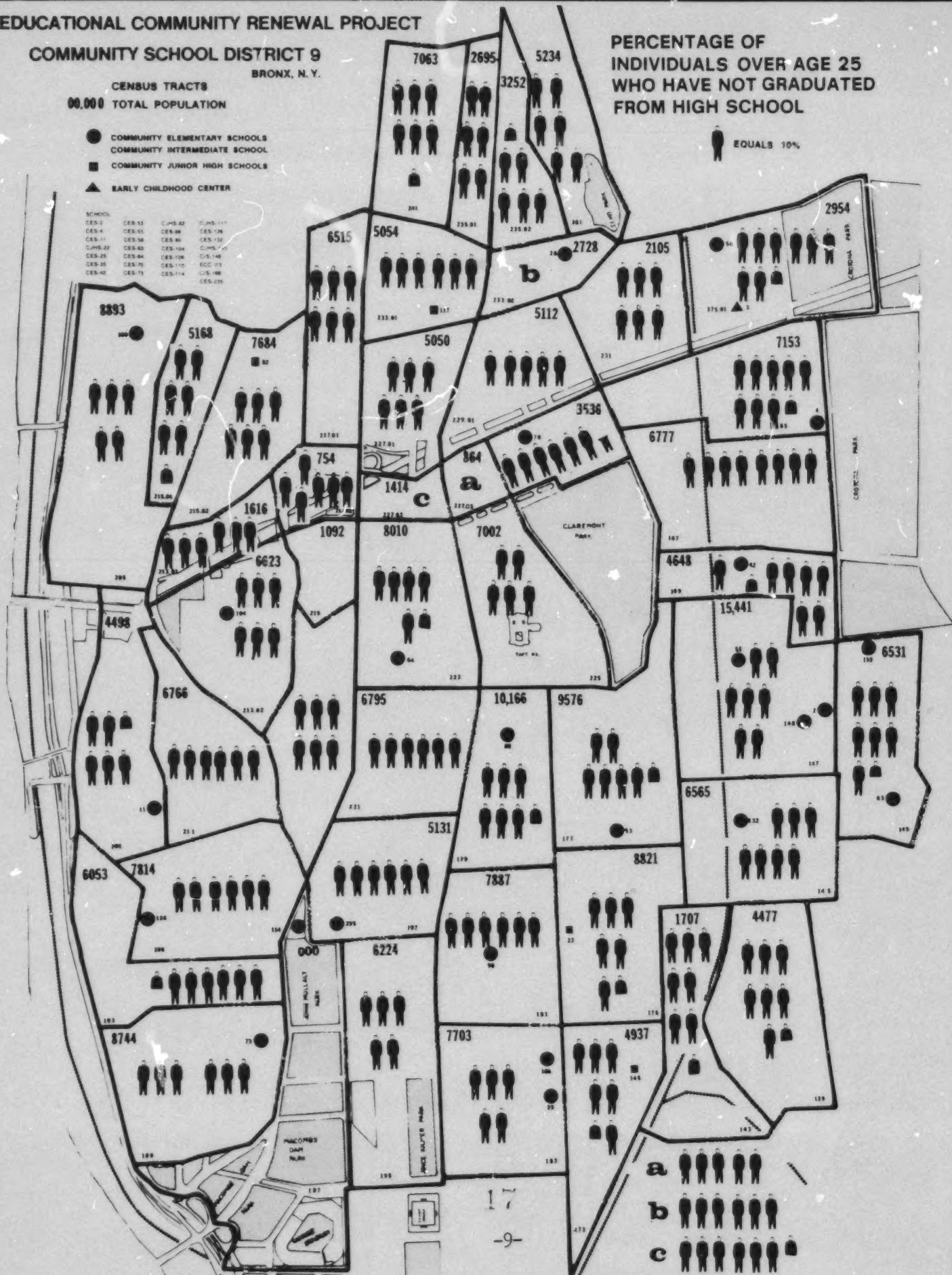
CENSUS TRACTS
90,000 TOTAL POPULATION

- COMMUNITY ELEMENTARY SCHOOLS
- COMMUNITY INTERMEDIATE SCHOOL
- COMMUNITY JUNIOR HIGH SCHOOLS
- ▲ EARLY CHILDHOOD CENTER

SCHOOL
CES-1 CES-53 CJS-62 CJS-111
CES-4 CES-55 CES-68 CES-126
CES-11 CES-56 CES-69 CES-130
CJS-22 CES-63 CES-104 CJS-140
CES-25 CES-64 CES-106 CJS-146
CES-35 CES-70 CES-110 ECC-29
CES-42 CES-75 CES-114 CJS-186
CES-235

PERCENTAGE OF
INDIVIDUALS OVER AGE 25
WHO HAVE NOT GRADUATED
FROM HIGH SCHOOL

● EQUALS 10%



BRONX, N. Y.

CENSUS TRACTS

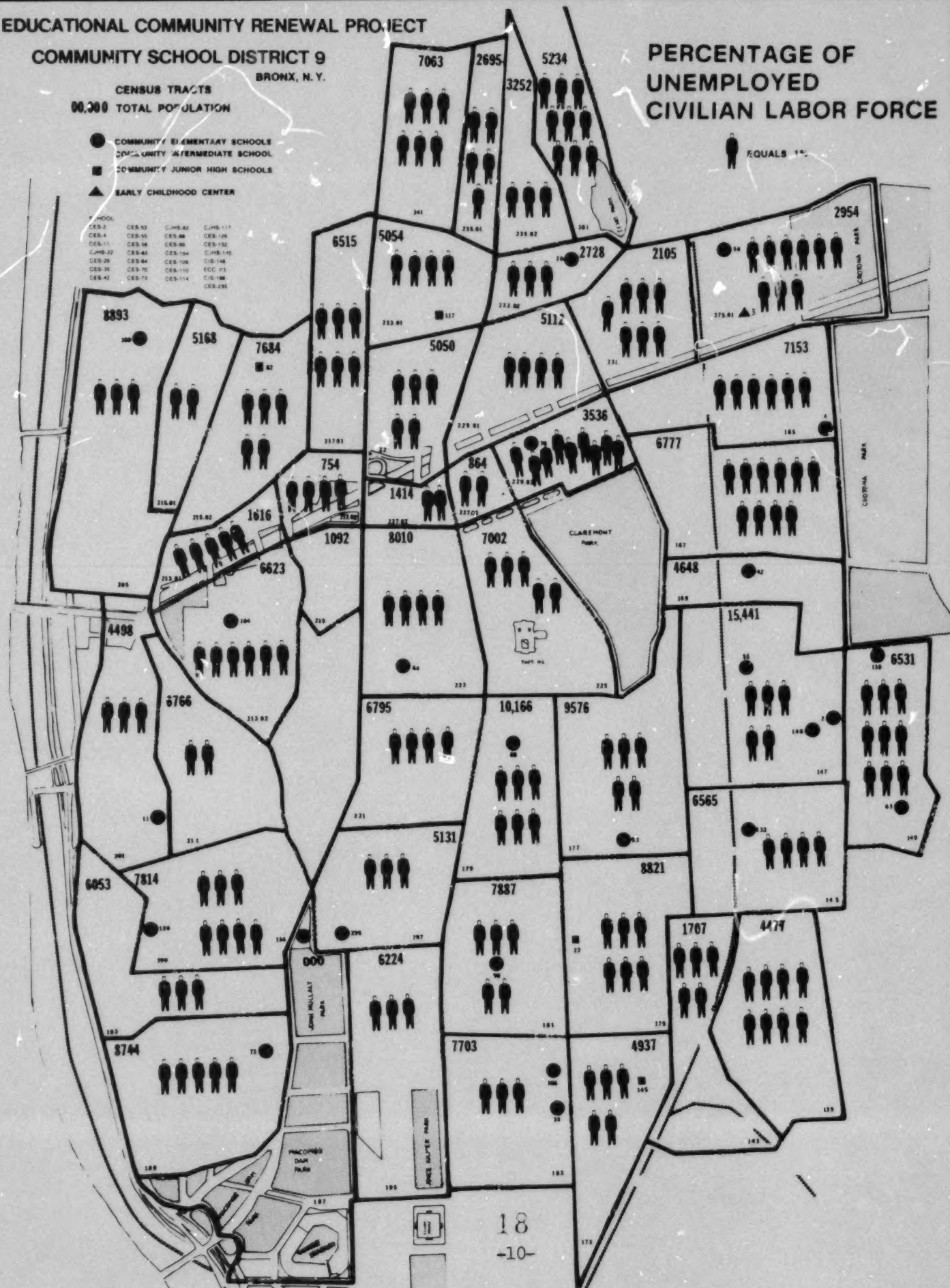
00,000 TOTAL POPULATION

- COMMUNITY ELEMENTARY SCHOOLS
- COMMUNITY INTERMEDIATE SCHOOL
- COMMUNITY JUNIOR HIGH SCHOOLS
- ▲ EARLY CHILDHOOD CENTER

PERCENTAGE OF UNEMPLOYED CIVILIAN LABOR FORCE



EQUALS 1%



INCOME AND EDUCATION ANALYSIS

Summary:

1. While the education level for the Black residents of District #9 does not vary substantially from the national norm, the educational level of the Puerto Rican residents presents a worse picture.

2. A detailed examination of the income statistics for Community School District #9 reveals that while there is a general increase in earnings at higher education levels achieved, there is not an absolute one-to-one correlation.¹⁹ Black workers generally earn more than Puerto Ricans, but the differences in income are proportionately much smaller than are the differences in education.

3. The problem presented by the fact that forty percent (40%) of the Puerto Rican families living in District #9 earn less than \$5,000 a year,²⁰ is underscored by the fact that fifty percent (50%) of the Puerto Rican adults living in District #9 have never attended high school.

4. Though 32% of the Black families in District #9 earn less than \$5,000 a year,²¹ only 30% have never attended high school. In comparison, in the United States as a whole, only 19.3% of the families earn less than \$5,000 a year,²² although 27.8% of the adults²³ have never attended high school.

5. Thus, though 45% more Blacks in District #9 attended high school as compared with Puerto Ricans, only 17% more Blacks earned over \$5,000 a year, as compared with Puerto Rican residents. On the upper end of the income and education scale, the pattern remains the same. While 87% more Blacks completed high school as compared to Puerto Ricans, only 40% more Blacks earn in excess of \$10,000 as compared to Puerto Ricans.

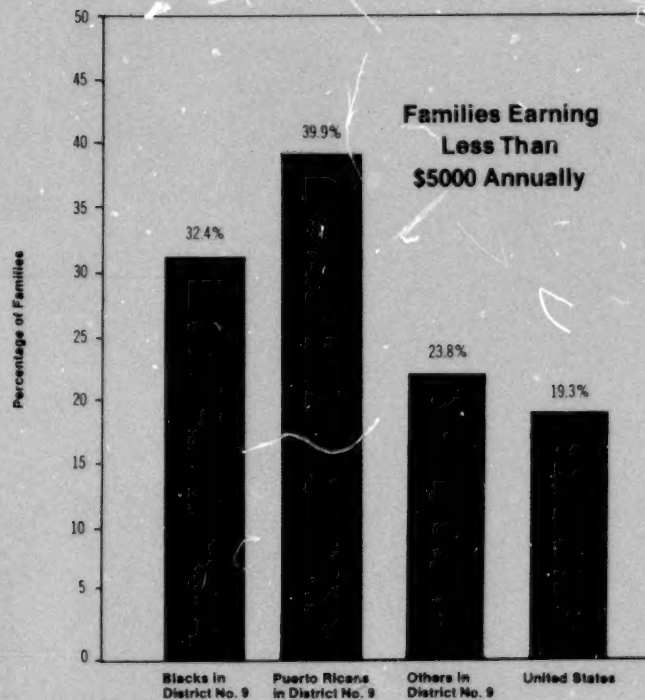
6. These income differences are reflected in the employment of District #9's residents. While 14.8% of the national labor force²⁴ are professional or technical workers, only 8.7% of the Blacks²⁵ and 4.7% of the Puerto Ricans²⁶ in the District are in this category. Clerical workers (the lowest paid of the white collar employees) comprise 13.4% of the national labor force,²⁷ but 22.7% of the Puerto Ricans²⁸ and 29.3% of the Blacks²⁹ in District #9 hold jobs as clerical workers. Managers, officials and proprietors, who are 8.0% of the national labor force,³⁰ comprise only 3.7% of the Puerto Rican³¹ and 3.2% of the Black workers³² in District #9. It is interesting to note, however, that sales workers are the only white collar jobs in which the Black and Puerto Rican residents of District #9 closely approximate the national participation rate.

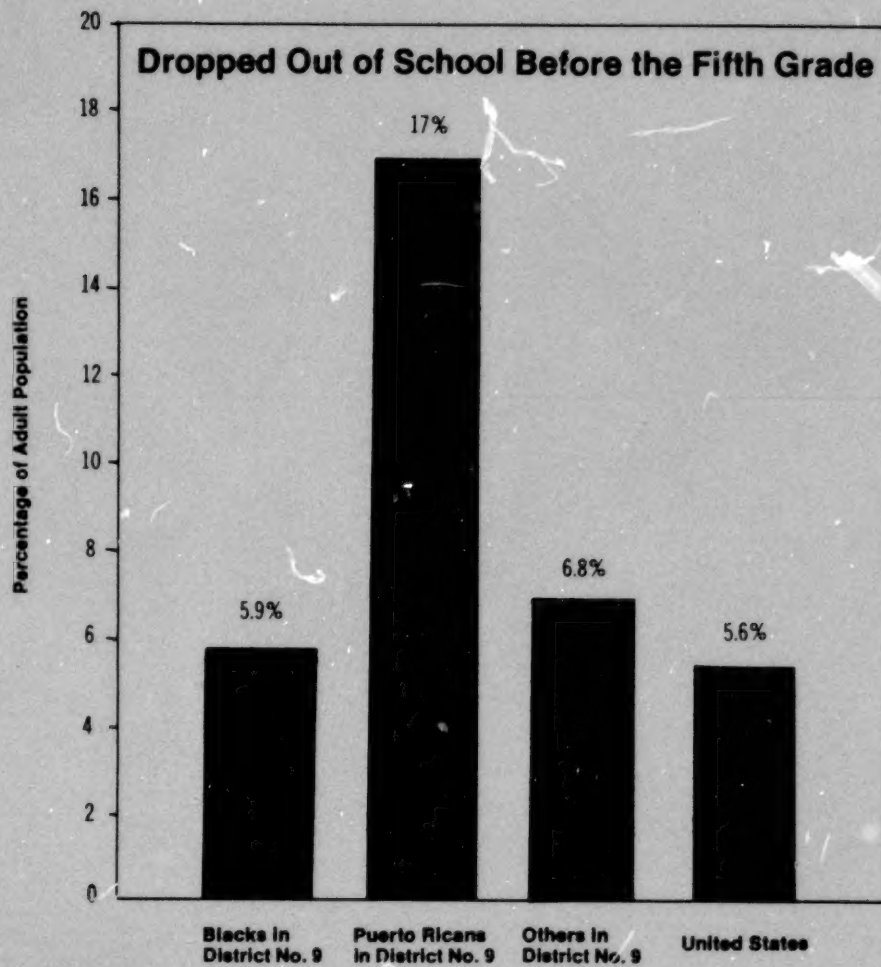
7. Among blue collar skills as an entity, the Black and Puerto Rican participation rate does not vary significantly from the national norm. The sole exception is among service workers (janitors, dishwashers, guards, porters, etc.), where only 7.9% of the national labor force³³ is engaged in such activities, while 20.2% of the Blacks³⁴ and 17.8% of the Puerto Ricans³⁵ in District #9 are service workers. Therefore, the Black and Puerto Rican participation rate in the high paying blue collar jobs (the unionized trades) is proportionately much lower.

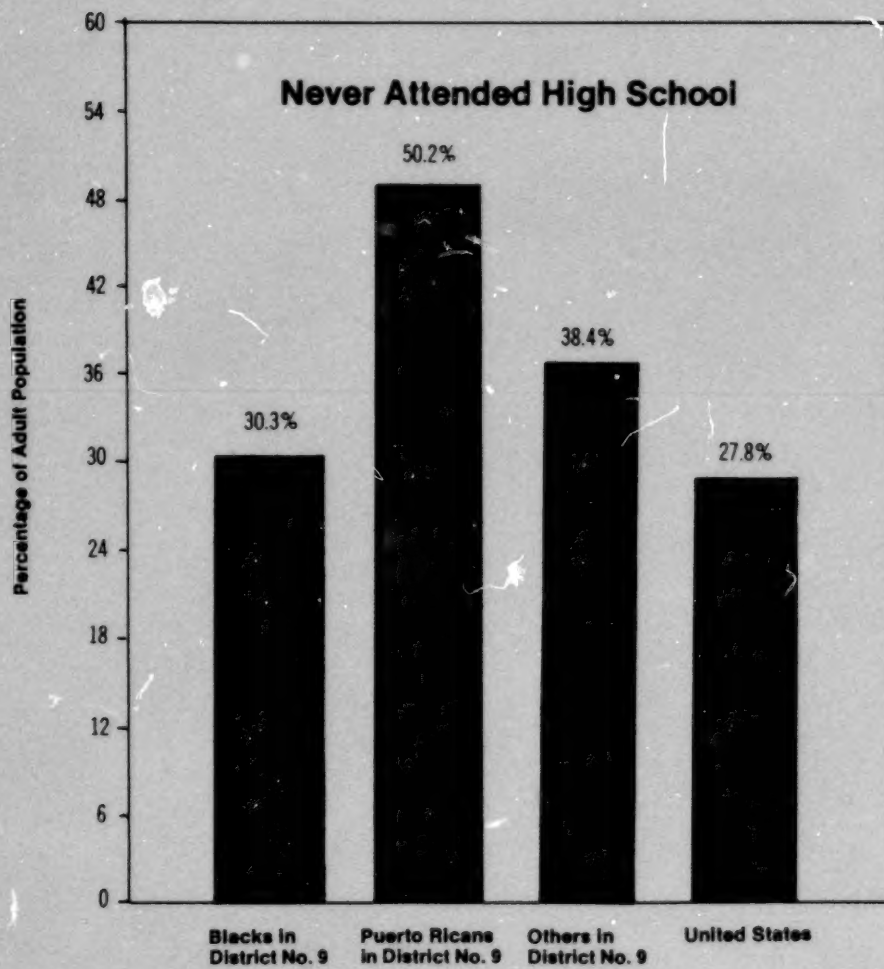
8. The bleak income picture in District #9 is further underscored by the fact that 17.9% of the families are receiving income maintenance according to the 1970 census.³⁶

9. Thus, it is important that any concerned effort to increase the income of the residents of District #9, where 62% of the people have failed to complete high school, must contain a comprehensive basic literacy skills education component. While education is necessary to achieve higher income levels, education alone is not sufficient. The

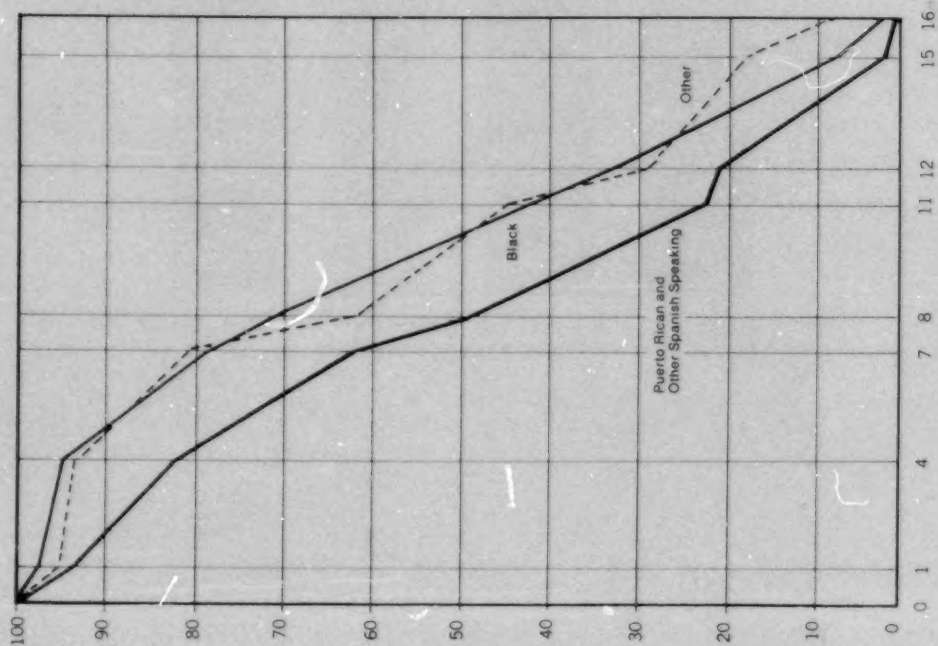
discrepancy between Black, Puerto Rican, and national income levels as compared to education levels proves that other factors must be considered to obtain an accurate picture of the employment economy.





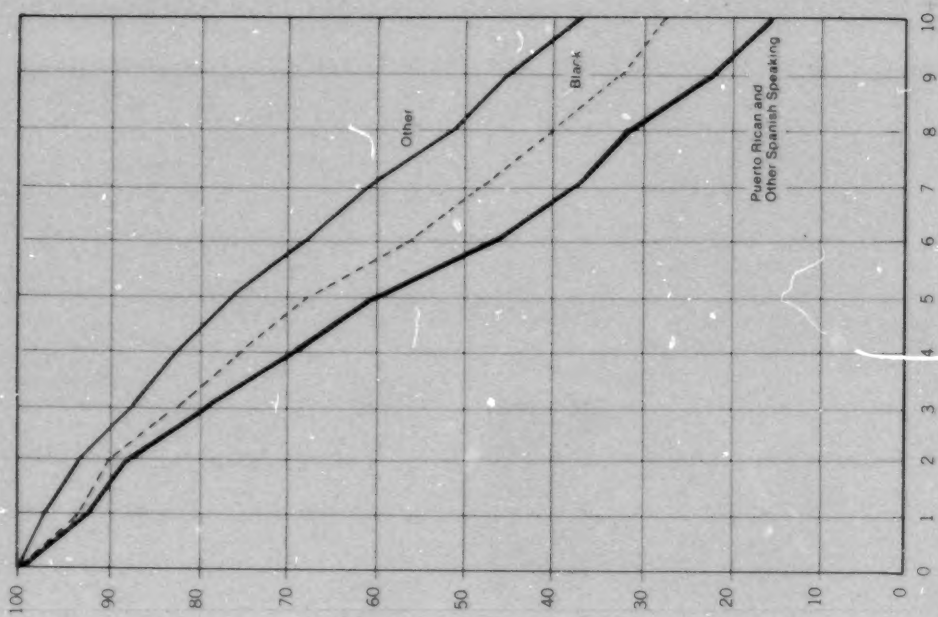


Percentage of Adults Over 25



Years of School Completed

Percentage of Families



Family Income — in Thousands

EMPLOYMENT ANALYSIS

Persons in the labor force can be classified as either employed, underemployed, or unemployed. An unemployed person can be defined as someone who does not have a job;³⁷ an underemployed person as someone who holds a job but does not earn enough to support his family; and an employed person as someone who holds a job which pays enough to support his family.

For the purpose of this study, an underemployed person is defined as someone who holds a job but lives in a household where the gross annual income is less than \$5,000. A person may be underemployed either because he can only find part-time employment, or because his full-time job does not pay enough to support himself and his family. Virtually all income maintenance recipients and the aged living on Social Security payments will also fall into this category.

In District #9, 31% of the households have yearly incomes of less than \$5,000.³⁸ Slightly more than half of these families receive income maintenance. There are areas of the District, however, where the percentage of families earning less than \$5,000 a year goes as high as 60%. Consequently, the employment problems in District #9 are not uniformly distributed; they are concentrated in the eastern, and especially the southeastern portions of the District. Thirty-five percent (35%) of the total population of District #9 is employed,³⁹ but here again, there is a geographical variance from a low of 15.7% in some areas to a high of 48% of the population in others. In some areas there is an average of 1.81 workers per family, while in others the average is .92 workers per family. Ironically, the area which has .92 workers per family has a median income of \$7,480, while the area with 1.81 workers per family has a median income of \$3,636.⁴⁰ Thus, while some portions of the District have incomes of \$8,130 per worker, other areas have incomes of only \$2,008 per

worker. According to the Bureau of Labor Statistics, a single person needs a disposable income of \$2,140 to live at the lower standard of living in the New York area.⁴¹

In some areas of District #9, families with many participants in the labor force are poorer, in both absolute and relative terms, than families with few workers. The consequences of this situation are frightening to contemplate. It means that the productivity of an unskilled worker in this highly industrialized society is so low that an increase in the number of unskilled workers can lead to increasing incidences of poverty. An unskilled worker must frequently consume more resources to survive than he is capable of producing.

The employment problem in District #9 is one of being in an economy with increasing opportunities for high skilled, high paying jobs; and decreasing opportunities for unskilled, low paying jobs. Throughout District #9, 45.5% of the people already employed work on the lowest level of both blue and white collar jobs. Clerical workers (bank tellers, cashiers, clerks, mail carriers, secretaries, typists, etc.) account for 28.8% of the labor force in District #9, while service workers (janitors, dishwashers, bootblacks, bellhops, etc.) account for 16.7%. An additional 3.8% of the people are laborers and 1.9% are household workers. Machine operatives (manufacturing checkers, clothing ironers and pressers, gas station attendants, laundry workers, packers, sewers, etc.) comprise 13.6% of the District's workers, and 5.5% of the labor force are transport equipment operatives (bus drivers, conductors, motormen, delivery men, parking lot attendants, taxi drivers and truck drivers, etc.). Craftsmen (carpenters, electricians, jewelers, mechanics, repairmen, motion picture projectionists, painters, plumbers, tailors, telephone repairmen and installers and upholsterers, etc.) constitute 10.7% of the District's work force. Sales

occupies 6.1% of the District's workers; 4.8% are managers and administrators, and 9.9% are professional and technical workers (engineers, architects, lawyers, doctors, nurses, clergymen, and teachers, etc.).⁴²

The preceding statistics clearly show the extent to which District #9's work force is concentrated in low skilled, low paying jobs. The figures, however, do not show the extent of unemployment in District #9. Measuring the extent of unemployment in District #9 is not an easy task. Unemployment figures issued by the Census and Bureau of Labor Statistics are traditionally understated because, for them, a person is considered unemployed only if he is currently seeking employment. A person who is neither working nor looking for work is not considered unemployed, but rather a nonparticipant in the labor force. Therefore the areas of District #9 which have unemployment rates of ten or 11 percent indicate that one out of every ten people is looking for work, but the people who have abandoned the search after repeated failures to find employment are not included in the statistics.⁴³

Recognizing the shortcomings of unemployment statistics, the United States Department of Labor undertook an in-depth study on nonparticipants in the labor force. The study, which was conducted between June, 1968 and July, 1969, covered an area which abuts District #9 and has many of the same employment problems. The Department of Labor survey found that 40% of the working aged (16 and over) population was neither employed nor seeking employment. In District #9, 34% of the working aged population is not participating in the labor force; therefore, it is most likely that many of the problems revealed in the special study would also pertain to District #9.

The Department of Labor study entitled, "Working Age Nonparticipants," revealed that 30% of the

people over 16 could not hold jobs because they had to care for their families, 28% said they were too old or retired, 24% said they were too sick or disabled, and 12% said they were attending school. Only 1% of the nonparticipants indicated that they lacked qualifications for work, and an even more minute percentage indicated that they could not find jobs. The remainder of the respondents gave other reasons, having a police record, for not seeking employment. These answers, however, do not tell the whole story.

Among the people who cited health problems as their reason for not participating in the labor force, half had never attended high school and an additional 25% did not graduate from high school. The people who cited health care problems had previously been employed in predominantly low skilled, blue collar and service jobs. Many of these people indicated that for them to hold a job, special arrangements would be necessary (i.e., enabling them to take rest periods, help getting to and from work, artificial limbs or special equipment). Thus, those people who had traditionally supported themselves through physical or manual labor found themselves unemployable when disease, old age, or accidents impeded their physical abilities. Their uniformly low level of educational attainment precluded their being able to find even a low level office job where the work is less physically strenuous. In addition, many of the people who cited health problems as the reason for not seeking work had been out of the work force for so long that reintegrating them into the labor force could prove to be difficult. Only 21% of the people citing health problems had worked within the previous year, 16% had worked one to two years previously, 21% had worked two to five years previously, 36% had not held a job within the past five years, and six percent had never held a job.

Among the people who cited child care responsibilities as the reason for not holding a job, almost

80% said that they preferred to care for their children themselves and would not use day care centers even if they were available. Here again, one must look closely at underlying factors to understand the real depth of their reluctance to enter the labor force. More than half of the people who cited child care responsibilities had either never worked, or not held a job during the past five years. In addition, the people who cited child care responsibilities as the reason for not working had one to two fewer years of formal education than their counterparts who were in the labor force. Consequently, these people are at a competitive disadvantage in finding adequate paying work.

An additional factor which seriously affects the employment situation in District #9 is the information system which matches job seekers with job openings. A special study by the United States Department of Labor, entitled "The Job Search of Ghetto Workers," indicates that formal channels of job seeking (i.e., State Employment Services, newspaper want ads, private employment agencies, and community organizations) have been less productive than informal means (i.e., direct application to employers, and inquiries with relatives and friends). The report states that, "One-fifth of all male job seekers who used formal channels actually got their jobs through them; in contrast, close to one-third of all male job seekers who had used informal sources of job leads found work that way."⁴⁴

Our own survey of employers in District #9 (see Appendix) confirmed the fact that workers tended to be more successful at finding jobs through informal channels. In District #9, 46.7% of the businesses that indicated it was "easy" to find skilled, competent employees cited informal channels as one means of finding new workers. Conversely, only 26.0% of the businesses in the District that indicated it was "hard" to find skilled, competent employees

cited informal channels as a means of obtaining new employees.

The survey of employers in District #9 revealed that 70.8% of the employers considered it difficult to find skilled, competent people to fill their needs. In the case of highly skilled trades, this result would not be surprising. However, even among businesses which use unskilled labor, approximately the same proportion indicated it was their view that they encountered difficulty in finding competent employees.

The survey of District #9 also indicated that 57.7% of the jobs in the District fall vacant each year. The high turnover of employees means that work would frequently be available for any given individual, regardless of the state of the economy. For example, a retail supermarket in the District which employs 180 people, hires approximately 100 new people each year. This confirms the results in the Department of Labor study of nonparticipants in the work force, that the unavailability of jobs is not necessarily a major problem.

Based on this evidence, gathered from a variety of independent sources, one can conclude that there are two distinct elements involved in successfully holding a job. First there is the content, the actual ability to perform the work; and second there is the form, the manner in which the functions are executed.

RECOMMENDATIONS

Thus, for a Career Opportunities Program to be successful in District #9 a responsive system needs to be developed and implemented in which the job seeker can:

- be reached,
- be helped through continuing counseling to articulate individual career goals,
- become aware of the entry level jobs available in the community,
- acquire the necessary basic literacy skills, as well as job training skills,

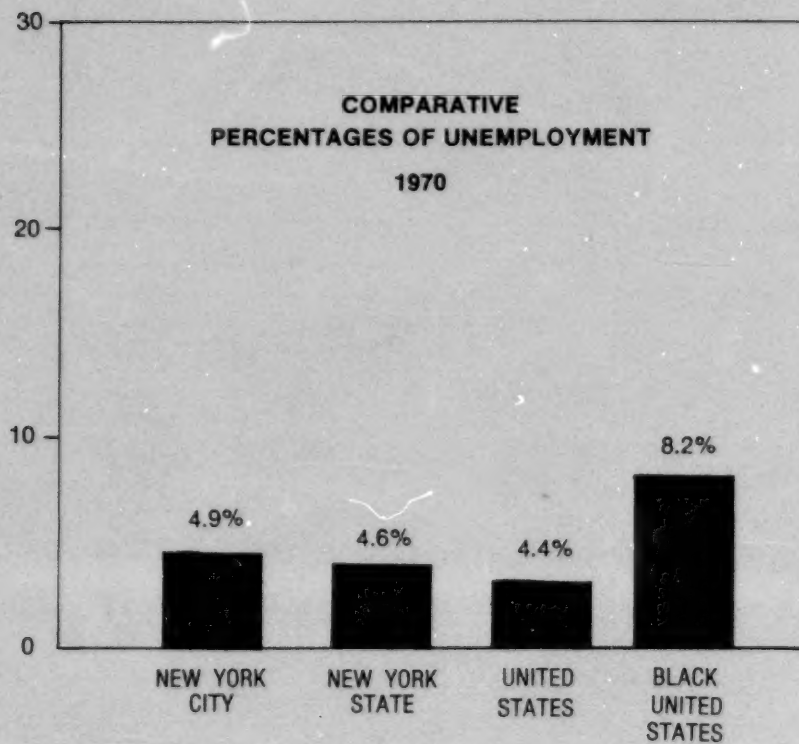
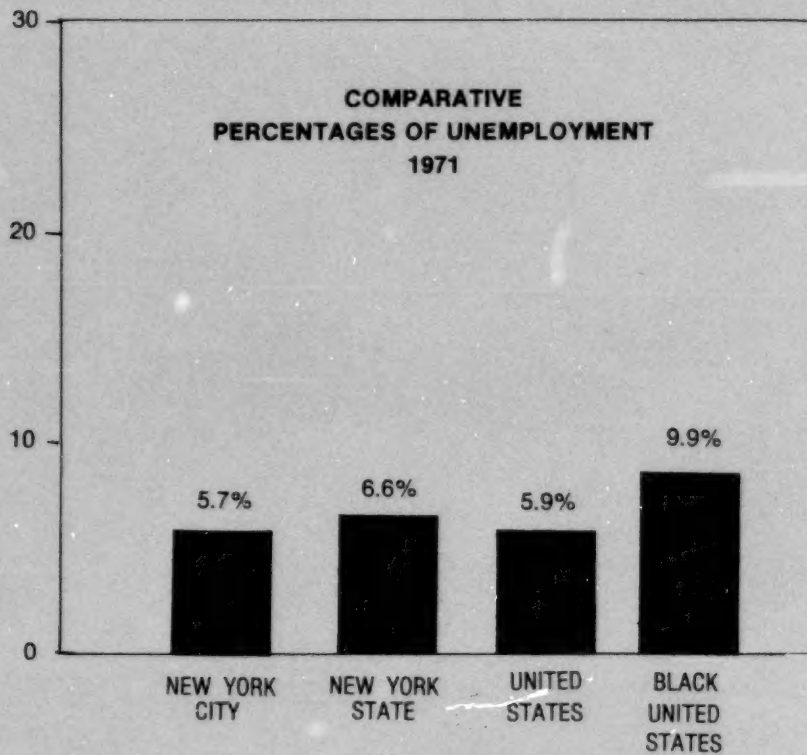
to be placed in available jobs, while continuing school training programs to fulfill articulated career goals.

Family Income - by percentage

<u>Income in thousands</u>	<u>Black</u>	<u>Puerto Rican</u>	<u>Other</u>	<u>Total</u>
0 - 1	6.1	7.2	3.1	5.3
1 - 2	3.8	4.2	3.0	3.6
2 - 3	7.1	9.0	5.8	7.1
3 - 4	8.0	10.2	5.7	7.7
4 - 5	7.4	9.3	6.2	7.6
5 - 6	9.7	12.7	8.3	9.2
6 - 7	9.3	9.6	7.4	8.7
7 - 8	8.6	7.9	7.5	8.0
8 - 9	7.0	7.4	7.0	7.1
9 - 10	6.8	5.2	10.3	6.4
over 10	28.1	18.6	37.9	29.3

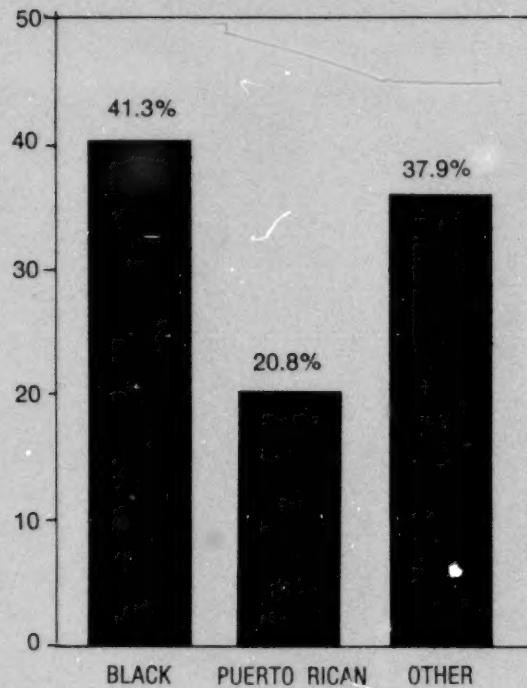
Years of School Completed
Adults over 25 - by percentage

<u>Years of School</u>	<u>Black</u>	<u>Puerto Rican</u>	<u>Other</u>	<u>Total</u>
0	1.4	4.9	4.5	3.4
1 - 4	4.5	12.1	2.3	5.6
5 - 7	14.3	20.8	12.9	15.4
8	10.1	12.4	18.7	13.8
9 - 11	28.3	28.5	16.3	24.1
12	33.1	18.9	28.8	28.0
13 - 15	5.5	2.4	7.1	5.3
16 or more	2.6	0.8	9.0	4.5



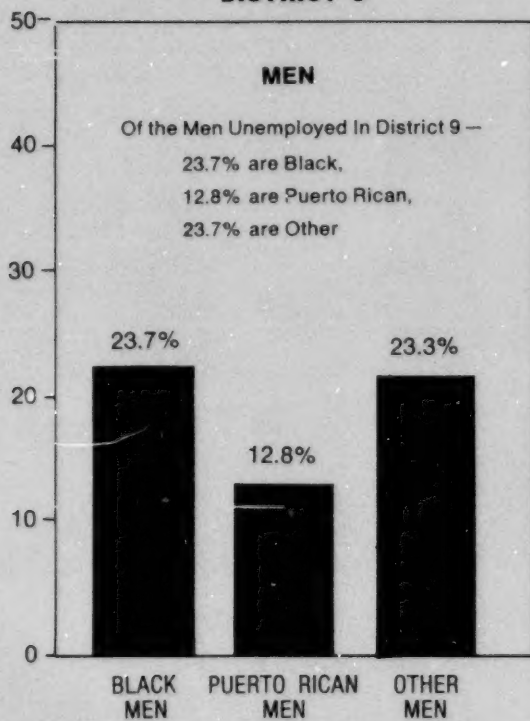
UNEMPLOYMENT POPULATION ANALYSIS

DISTRICT 9

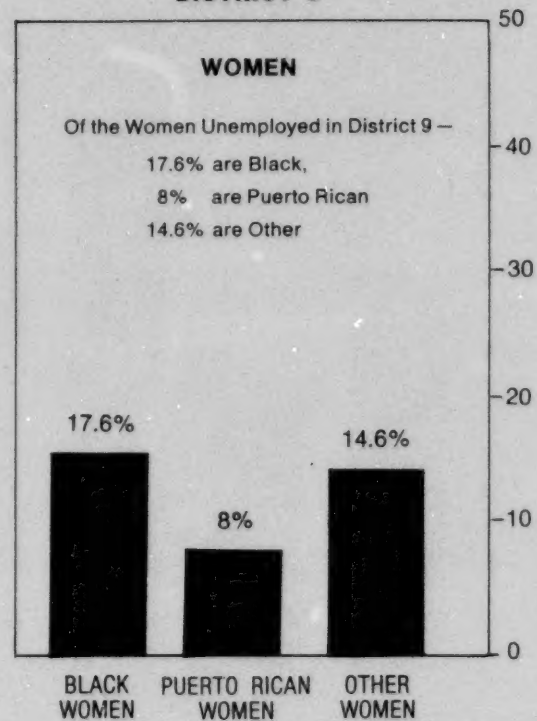


Of Those Persons Unemployed
In District 9 —
41.3% are Black,
20.8% are Puerto Rican,
37.9% are Other

MALE UNEMPLOYMENT ANALYSIS DISTRICT 9

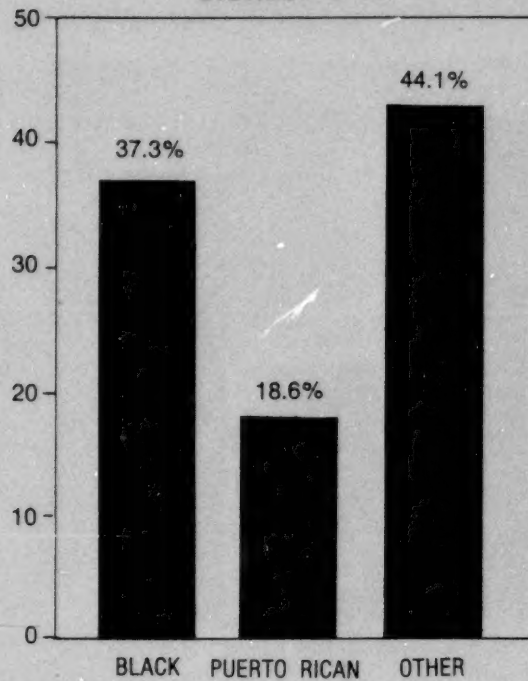


FEMALE UNEMPLOYMENT ANALYSIS DISTRICT 9



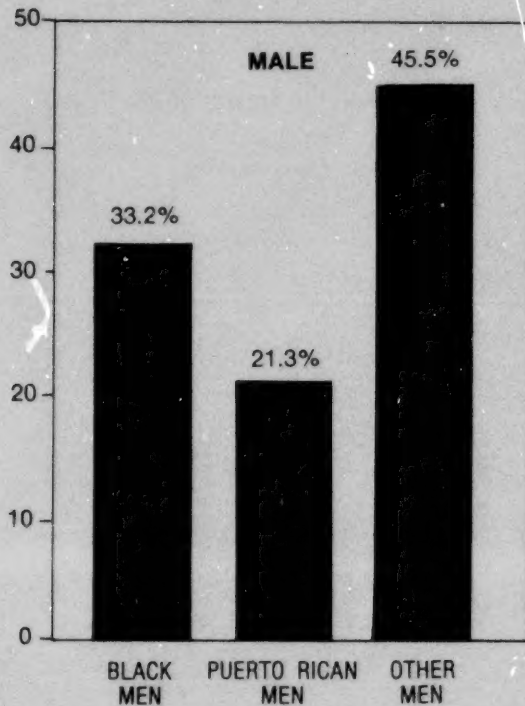
ANALYSIS OF THE CIVILIAN LABOR FORCE POPULATION

DISTRICT 9

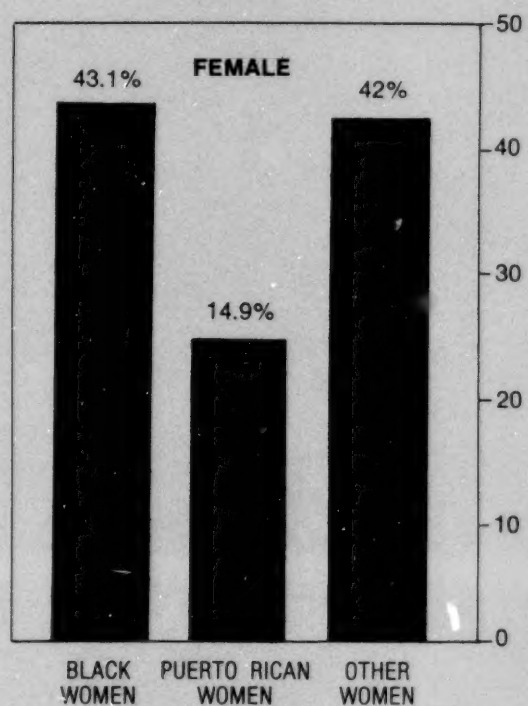


Of the Civilian Labor Force
Population in District No. 9
37.3% are Black
18.6% are Puerto Rican
44.1% are Other

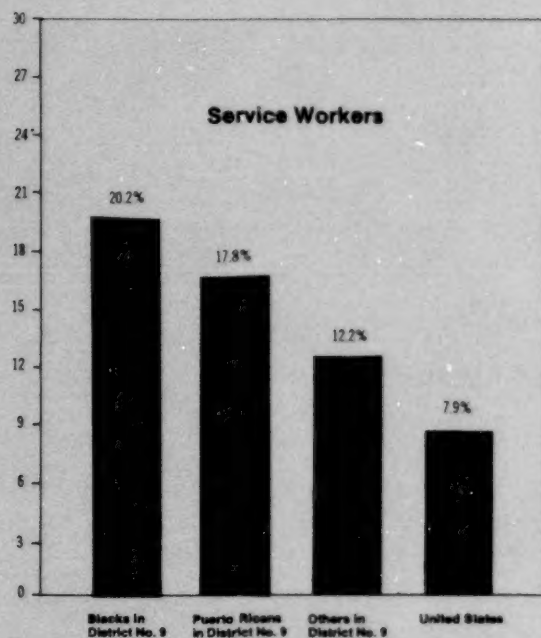
ANALYSIS OF THE MALE CIVILIAN LABOR FORCE DISTRICT 9



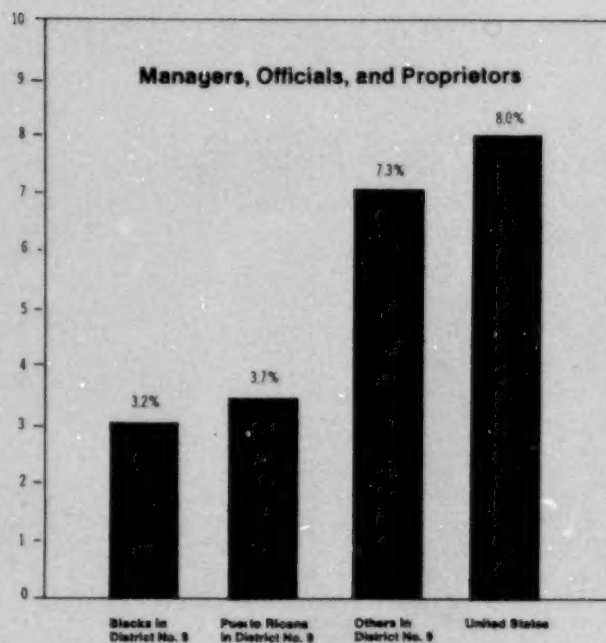
ANALYSIS OF THE FEMALE CIVILIAN LABOR FORCE DISTRICT 9



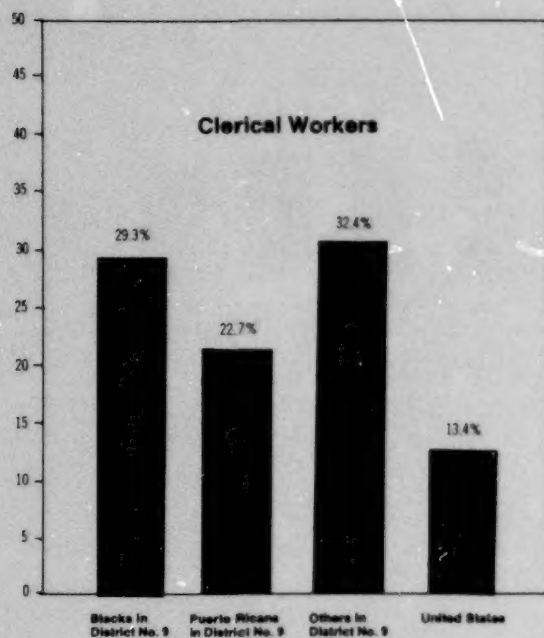
Percentage of Labor Force



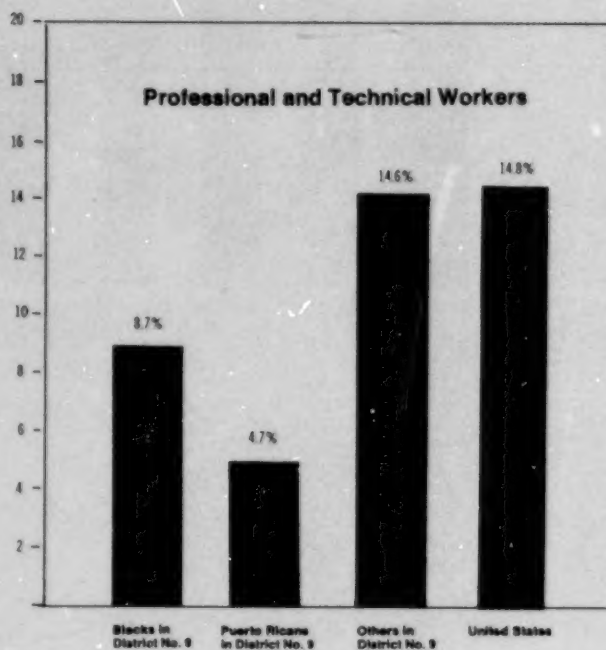
Percentage of Labor Force

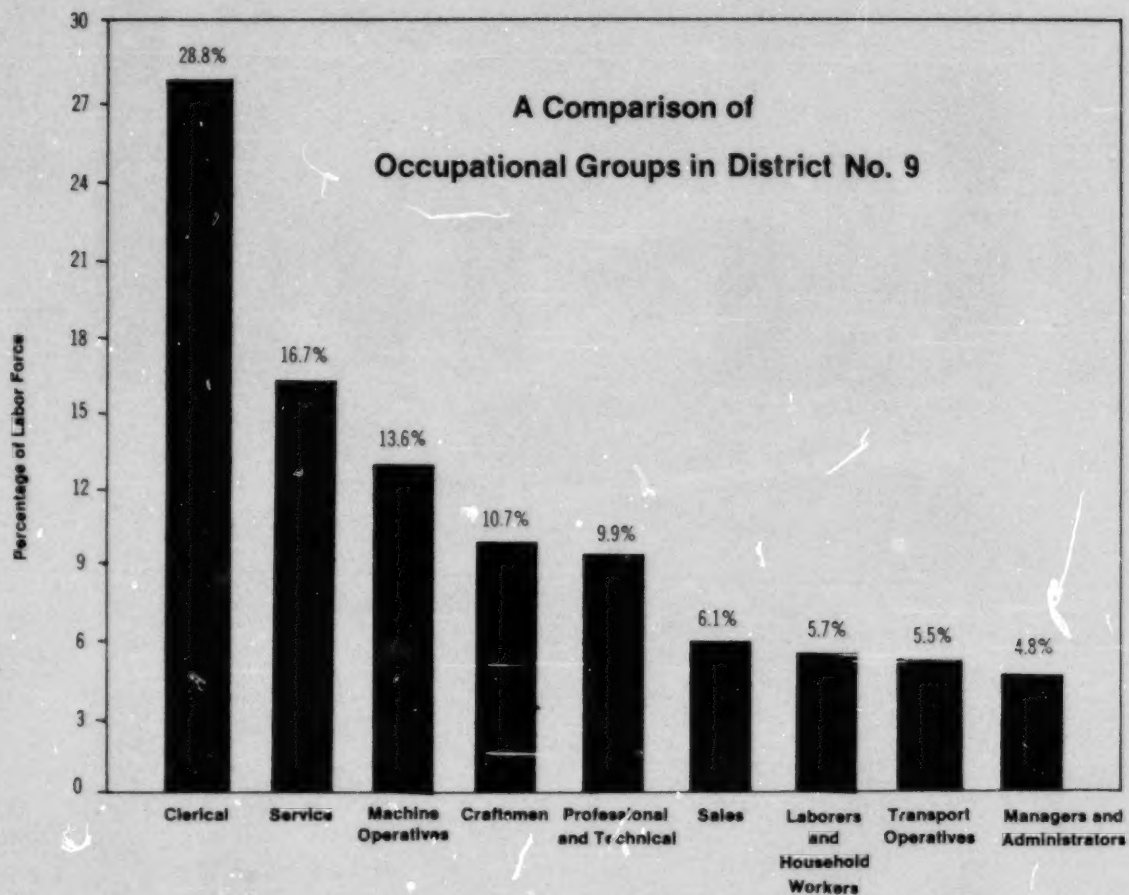


Percentage of Labor Force



Percentage of Labor Force





MANPOWER DEVELOPMENT PROGRAM EVALUATION

Before discussing the optimum means of meeting the career opportunity needs of District #9, it would be of value to generally examine the evaluation and implementation problems encountered by the various existing job training programs.

Between 1963 and 1971, the federal government alone obligated some \$6.8 billion for training 6.1 million people.⁴⁵ The rationale underlying creation of these manpower training programs was fundamentally to turn tax consumers into tax producers.⁴⁶

There is, however, a significant paucity of information about the true effectiveness of existing job training programs in helping previously unemployed participants find a job or in helping an employed participant acquire an increase in income.⁴⁷

The District #9 Career Opportunities Program needs to include, therefore, an accurate and on-going program of followup and evaluation.

Assessing the impact of job training programs from the taxpayers' viewpoint is a relatively easy task. The major question asked by taxpayers is, "What kind of return do we receive by investing money in manpower training programs?" In other words, manpower training programs must be economically efficient if their continuation is to be justified. Training programs are an investment in the formation of human capital, and the internal rate of return from that investment must equal or exceed the returns from other kinds of tax dollar investments. (Note: the internal rate of return is that interest rate which equalizes the present value of benefits and costs. If the project yields an internal rate of return higher than the interest rate which the investor could have received for lending his funds, the rate of return is acceptable. Reduction in income maintenance payments, increase

of the tax base, etc., are all considered when manpower programs are assessed from the taxpayer's point of view.)⁴⁸

Evaluations of existing job training programs have demonstrated that virtually all the federally funded projects generate a sufficiently high internal rate of return to justify their continuation; but no program for the poor has been sufficiently successful to raise any of the participants' income above the poverty line. While incomes have frequently increased, though not sufficiently to make the participant self-supporting, incomes have increased enough to justify the continuation of the program. However, the adequate internal rate of return is based on the assumption that the benefits derived from job training programs last for five years. Here again, the federal government has not conducted longitudinal evaluations of manpower program participants, so the evaluation is based on speculation.⁴⁹

Studies of existing manpower training programs also indicate that those programs which lead to specific concrete job offers upon graduation are more successful than those which do not.⁵⁰ However, only large firms can afford to train employees in anticipation of future manpower needs. Small businesses must hire people who will be immediately productive.

The question of providing jobs at the end of a training program raises the central issue of motivation. Studies of existing manpower programs have shown, virtually without exception, that the success of a training program is contingent on the motivation of participants. Programs designed to motivate people to enter the labor market or upgrade their skills by paying stipends have stressed the importance of these stipends as a motivational and support factor. Conversely, the suppliers of manpower training services often find, because of inadequate

evaluation and the structure of their contract, that there is little or no incentive for making the program successful.

Training Locale Options:

- On-the-Job Training
- Institutional Skill Training
- Workshop Skill Training

There are two discrete types of manpower training programs, those which are conducted in a classroom or workshop (institutional training programs), and those which take place at the actual site of employment (on-the-job training). Both approaches have advantages and disadvantages. Institutional training programs are frequently more effective with persons who lack the basic skills (i.e., literacy) to perform difficult or complicated tasks.⁵¹ However, the classroom can be a limited environment in preparing people for employment. "Experience," as James Joyce wrote, "is the only true teacher." On-the-job training programs can, to a large extent, overcome the limitations of the strictly institutional or workshop approach.

Some federal evaluations of existing job training programs have also indicated that on-the-job training programs can be of more value than institutional ones. The difference may be attributable to the participants' degree of commitment to entering the labor market. Women who enter on-the-job training programs have generally been found to be far more committed to entering the labor force than those who enter institutional training programs. It was found that commitment to the labor market and desire for employment are frequently more important factors in the success of a job training program than is the actual level of skills acquired by the participant. However, the same studies

showed that the success rate for men was the same in both on-the-job and institutional training programs.⁵²

Almost all of the on-the-job training programs which have been funded (and therefore evaluated) have been located in firms employing 100 or more people.⁵³ However, more than half of the jobs in the United States and the majority of all the jobs in District #9 are in firms which employ fewer than 100 people. (See Appendix.) Therefore, it would be most probable that the majority of on-the-job training programs in District #9 would be conducted in small firms. Conducting such on-the-job training in small firms presents problems of economies of scale. In large firms where many people are being trained simultaneously, it is easy and efficient to have remedial education and counseling services immediately available at the job site. However, when on-the-job training sites are dispersed, such services need to be centralized.

EXISTING MANPOWER PROGRAMS IN DISTRICT 9

Many of the nationwide manpower training programs referred to in the preceding section on evaluations are operating in District #9. However, each program has a different set of eligibility criteria and consequently is not open to all the residents of the District. The Neighborhood Youth Corps program is open only to people under 22 years of age; the Work Incentive Program (WIN) is open only to family members who receive public assistance under ADC (Aid for Dependent Children); while both the Manpower Development and Training program and Job Opportunities in the Business Sector (JOBS) are extensive, varied programs with a multiplicity of entrance requirements and program goals. While many District #9 residents who are under the age of 22 are eligible for the Neighborhood Youth Corps or Job Corps program, and any ADC recipient in the District is eligible to enter the WIN program, neither of these programs, nor JOBS, nor Manpower Development and Training programs, are community based or designed to meet the unique and diverse needs of District #9. A brief discussion of the problems encountered by programs presently operating in District #9 will illustrate this point.

Manpower Career Development Agency

MCDA is the city-wide manpower agency. This superagency is divided into 11 Regional Manpower Centers. Each Regional Center is divided into Neighborhood Manpower Service Centers (NMSC). The part of this program which concerns District #9 is the Morrisania NMSC (which is part of Regional II in the Bronx). The boundaries of these agencies are strictly defined and an individual who is not a resident of an area within the agency boundaries is not eligible for the services provided. Only a few square blocks of District #9 fall within the Morrisania

NMSC boundary. However, members of the community and the staff of the referral agencies are often aware that many people give the address of a friend or relative living within the proper boundaries as a means of obtaining services to which they would otherwise not be entitled. This dovetails with the repeated statement in the federal manpower program evaluations that there is frequently little effort made to insure that program participants meet the stipulated educational, income, or residency requirements.

The Morrisania NMSC has many delegate agencies which refer people to the program. However, because people can walk in off the street, any person or agency aware of the Morrisania Neighborhood Manpower Service Center can act as a referring agent. Nonetheless, many of the delegate agencies employ Outreach Workers who attempt to bring the services of the NMSC to members of the community.

MCDA participates in, and refers people to, almost every manpower program which receives federal, state, or local funds. The Building Trades Program, Neighborhood Youth Corps, Job Corps, Public Service Careers Program, New York Transportation Training Center, Concentrated Employment Program, College Adapter Program, Development and Training Center for the Distributive Trades, the Puerto Rican Community Development Project, and many other programs are accessible through the Morrisania Neighborhood Manpower Service Center. The number of openings available in the program is limited, and discussions with the Morrisania Neighborhood Manpower Service Center revealed that at the present time there is a long waiting list for openings.

Although the Manpower Career Development Agency is charged with the task of "job development," this function is carried out on a city-wide

rather than a local level. The Morrisania Neighborhood Manpower Service Center indicated that centralized, rather than neighborhood job development was a drawback for the program. In addition, many of the people who seek assistance from Morrisania NMSC have multiple social problems; including those of addiction, prison records, lack of previous work histories, etc. The regulations limiting NMSC's ability to refer these people to other city agencies is viewed as an additional limitation of the program.

Morrisania NMSC recommends a solution that includes a comprehensive program of community health, cultural education, basic education literacy skills, etc. Thus, the Morrisania Neighborhood Manpower Service Center appears to be in agreement with the conclusion of the nationwide federal evaluations of manpower programs, that multiple and diverse social problems must be tackled simultaneously if community residents' productivity and employability is to be improved.

Morrisania Youth and Community Service Center, Inc.

The Morrisania Youth and Community Service Center is a multi-service, privately founded, not-for-profit corporation funded by public and private monies, serving the community in which it is located. The Community Service Center currently has ten storefront locations within walking distance of each other. Each location is designed to provide a single type of service (i.e., athletics, legal services, education, manpower training, day care, etc.), although there is some overlapping in some of the storefronts. Referrals are made within the agency from unit to unit, and from other sources, including walk-ins off the street.

In discussion with the Morrisania Youth and Community Service Center, Inc., the view was expressed that, before training or counseling

takes place, there is a need for intensive orientation programs similar to the encounter or T-group discussion models used in drug rehabilitation centers. These encounter experiences are designed to help the individual explore personal and career problems and goals.

Another problem perceived by manpower program administrators and participants is the "over-executivization" of these agencies. The problem lies in the growing distance and subsequent potential lack of communication between the administrators, teachers, and counselors in job training programs and the people they are serving. This problem, which was also emphasized by participants in manpower programs, will be discussed later.

Centro De Orientacion Dominicano

The Centro de Orientacion Dominicano is a voluntary, storefront type of organization, funded by private sources, whose primary purpose is to help people of Dominican origin, though the services provided are open to the general public. The limited, private sources of funding serve as a constraint on the scope of this program. Participants are helped to obtain legal aid services, enter manpower training programs, etc.

Opportunities Industrialization Center of New York, Inc.

OIC began as a self-help program in Philadelphia under the leadership of Dr. Leon Sullivan.

As described by Opportunities Industrialization Center of New York, this effort, initiated in New York City in November 1967, is a manpower training program designed to provide pre-vocational and vocational training services in the Harlem, Lower East Side, Bedford Stuyvesant, Bronx and Queens communities.

The OIC feeder curriculum program includes instruction in Communication Skills, Computational

Arts, English as a Second Language, High School Equivalency (H.S.E.) preparation, Consumer Education, Minority Group History and Job Strategy.

The OIC Vocational Education twelve (12) course program includes Air-conditioning and Refrigeration Services, Computer Programming, Computer Operation, Dental Technician Assistant, Food Service, (IBM) Key Punch, Industrial Electricity, Office Machine Service and Repair, Secretarial Skills, and (WU) Teletype Operation. However, all of the courses listed may not be available in the New York OIC training centers.

At present, the federal government and New York City's MCDA supply the bulk of funding.

Paraprofessional Staff in District #9

Community School District #9 employs two general categories of paraprofessional staff. These include School Neighborhood Workers and Board of Education Paraprofessionals. The former are paid with United States Department of Labor funds, while the latter are paid by the New York City Board of Education with tax levy and reimbursable funds. Salaries can be increased through attendance in college courses for which tuition reimbursement is available.

District #9 conducts an IBM Key punch training program as part of the District's Continuing Adult Education Program. This program is open to the general public and is staffed by Board of Education personnel.

In addition, the School Neighborhood Workers have been attending an audio-visual training program at Pace College, funded by the Department of Labor and staffed by the New York City Board of Education. The purpose of this program

is to provide Paraprofessionals and School Neighborhood Workers with audio-visual skills which can be utilized in the schools. There are however, optional courses which can enable the trainee to become a licensed radio communications operator or a licensed projectionist.

A person must already be employed by the Board of Education before he is eligible to participate in this program. Although the program is city-wide, slots are allotted to various school districts, and only several hundred Paraprofessionals are trained during each yearly cycle.

The trainees are voluntarily released from their duties in the schools in order to attend the audio-visual program. The people are trained in the use and operation, including repairs, of the audio-visual equipment usually found in the city's schools.

It must be noted, however, that programs like the Paraprofessional audio-visual training programs have entry level criteria of literacy and employment. Such a training program is designed to raise the productivity and income of people who are already participants in the labor force. The same holds true for many of the other manpower training programs in the city. Programs designed to upgrade the skills of people already employed have frequently been more successful than those attempting to integrate people into the work force for the first time.

LOCAL 1199 - NATIONAL UNION OF HOSPITAL AND HEALTH CARE

Employees are eligible to participate in this union member training program if:

- they have worked continuously for 1 year in an institution which contributes to the fund,
- they pass pre-vocational aptitude tests, and
- they are successfully interviewed by the fund staff and, if needed, by the school staffs.

Prior to advanced training, participants select 1 of three, 22-week courses including:

- a high school equivalency course,
- a post-high school refresher course, and
- an English Language course for persons whose native language is either Spanish or French.

Full-time and part-time advanced training programs are offered in:

- | | |
|--------------------------------|----------------------------|
| -practical nursing | -electronic technology |
| -registered nursing | -surgical technology |
| -X-ray | -culinary arts |
| -medical laboratory technology | -equipment maintenance and |
| -inhalation therapy | -medical transcription |

Full-time participants receive stipends equal to 85% of net pay and are released from their hospital jobs. If there are more qualified applicants than spaces in the advanced programs, assignment is made on a seniority basis.

Program graduates receive preference in filling vacancies at institutions where they were employed.

District Council 37 American Federation of State, County and Municipal Employees AFL-CIO also has training programs, but only members who are already nurses qualify.

Consultations with Manpower Program Participants

After examining the existing manpower programs in District #9, it was decided to hold a conference with manpower program participants in an attempt to pinpoint the problems from the trainees' point of view. In addition to adult manpower program participants, administrators and District #9 students enrolled in job training and tutorial programs also attended.

Conference participants expressed the view that a primary problem of manpower training programs was the frequently perceived condescending attitude on the part of staff toward the people who were participating in the program.

The general feeling expressed was that staff often appeared unconcerned about participants' attendance, and were frequently unsympathetic and insensitive to the problems and needs of the trainees.

Manpower program participants suggested that a possible remedy for this situation was to hire community residents as job training center receptionists. First impressions are the most lasting, and the participants felt that the initial contact should be designed to make the trainee feel comfortable and wanted.

The site of job training programs was also a topic of concern. Program participants felt that the site need not be luxuriously appointed with wall to wall carpeting, expensive furniture, etc., but should be neat, clean, orderly and simple. It was felt that the site should have value and meaning for the participants. Some trainees suggested this value and meaning would be realized by including participants in the work of painting, cleaning and furnishing this site.

An additional concern expressed by the participants was program entrance criteria.

Many manpower training programs require that the trainee live in a certain geographical area. As a result, in some programs, moving out of the area resulted in ineligibility to continue in the program. There was almost unanimous agreement that, once in a program, a trainee should be allowed to continue regardless of where he lived.

Manpower conference participants also expressed the view that trainees were frequently over-tested and under-interviewed. Participants felt that more attention needed to be paid to the informal, nonquantifiable aspects of the trainee's background and experience in assisting the trainee to find a program that would fit his/her needs.

Manpower program participants concurred with both employer and federal evaluations that perceptions and attitudes were important in determining the proper match of workers with jobs.

Manpower conference participants also urged that all manpower training programs have degree granting educational components in addition to categorical skill training. In this way, the pitfalls of the job-oriented training programs could be avoided. If the participant failed to get a job, or the job for which he/she had been trained was automated out of existence, the participant would at least have improved his/her formal educational achievement, thereby enabling him/her to enter another training program and be eligible for another job.

In addition, manpower conference participants discussed the issue of "dead end" jobs. The predominant feeling was that while "dead end" jobs were not, in themselves, desirable, they did provide the opportunity for job experience, enhancing one's ability to obtain another job.

The suggestion was also made that medical screening be included in all manpower training programs. It was recognized that many "work problems" are frequently a result of undiagnosed cases of physical disability. For example, undiagnosed cases of impaired eyesight have, on occasion, been a factor in loss of jobs.

Manpower program participants agreed that bilingual instruction in the basic education literacy skills and categorical skill training needed to be an integral aspect of the program.

Participants also agreed that assistance in the form of stipends should be made available to community residents who could not otherwise afford to attend manpower training programs. In addition, baby-sitting services should be made available for mothers who might want to participate in manpower training programs.

THE MAJOR BUSINESSES IN DISTRICT 9

There are approximately 3,000 businesses located in District #9.

The medical profession, including hospitals, nursing homes, doctors and dentists, etc., constitutes the largest number of businesses (about 16%). As such, the health field offers considerable potential for manpower development. The food industry in District #9 has approximately the same number of businesses as does the medical profession. Restaurants, retail food outlets and wholesale food outlets also constitute about 16% of the business. Entry level jobs in this industry require minimum skill development.

Following the food industry, the automotive industry has the next largest number of businesses in District #9. The skills required in the automotive trades ranged from sophisticated mechanical skills to car washing and parking lot attendant jobs.

Dry cleaners and clothing stores constitute the next largest category of businesses in District #9, followed by beauty parlors and barber shops.

The character of Community School District #9 as a substantial residential community is underscored by the fact that two out of every three businesses in the district are in the service sector of the economy, followed by retail trades.

Only 32% of the District #9 residents actually work in the Bronx, while 53% are employed in Manhattan. Thus, a Career Opportunities Program needs to survey and identify the employment possibilities in Manhattan and the city as a whole.

According to the New York State Department of Labor, there will be 1,727,700 job openings in New York City between 1968 and 1980.

Of the 1,727,700 job openings occurring in New York City between now and 1980, 1,395,600 will result from the deaths and retirement of older, less skilled, and less well educated workers. Almost one-third of these job opportunities (540,300) will be for clerical and kindred workers. Stenographers, typists and secretaries alone will account for 143,700 of the clerical jobs.

The second largest category of job openings in the coming decade, as projected by the New York State Department of Labor, will be in the professional, technical and kindred fields (336,500). However, a college degree is frequently the minimum required for a professional or technical worker and, in many instances, graduate work is necessary.

Service jobs constitute the third largest category of job openings (281,800). However, although the need for service workers such as hospital attendants, practical nurses, protective workers, cooks, waiters and bartenders, etc., is increasing, the need for the very low skilled service workers (maids, janitors and laborers) is decreasing rapidly. Manufacturing jobs in New York City, which declined by 11.3% between 1960 and 1968, are expected to experience a further decline of 14.0% by 1980. The fact that New York City has lost about a quarter of a million jobs in the last three years probably indicates that these estimates are low.

However, notwithstanding the decline of job opportunities for the unskilled and semi-skilled workers: 156,200 sales workers, and 189,200 managers, officials and proprietors will be needed in New York City before 1980.

In addition, it is projected that even certain skilled trades, such as metalworking and printing, are going to experience an absolute decline in employment between now and 1980. Thus, the employment prospects for unskilled and semi-skilled workers are not encouraging. Therefore, in District #9, where 62% of the adult population has not completed high school, the challenge exists to develop an effective comprehensive basic literacy skills education component.

IN SUMMARY

Thus, an effective District #9 Career Opportunities Program needs to help both the unemployed, inexperienced worker obtain and hold a job, as well as enable community residents who are presently underemployed acquire and upgrade the skills necessary to remain productive members of the future work force.

An effective Career Opportunities Program needs to include the following Program Components:

- Outreach to Community Residents
(Adults and High School Dropouts)
- Career Counseling Centers (with
Industry and Business Support)
- Computer Based Job Market Analysis
- Comprehensive Client Assessment and
Recommendation
- Basic Skills Program (Literacy Skills
for High School Equivalency Diploma)
- On Site Job Training Program
- Job Training Centers
- Job Placement

- Follow Up and Evaluation
- Coordination with Existing Programs
(Manpower and Social Services)
- Medical Screening
- Day Care Services

In addition, the Career Opportunities Program needs to be staffed by persons who are sympathetic to and cognizant of the problems of District #9 community residents.

The Career Opportunities Program also needs to have working components functioning both during the day (for the unemployed), during the evening and on weekends (for the employed).

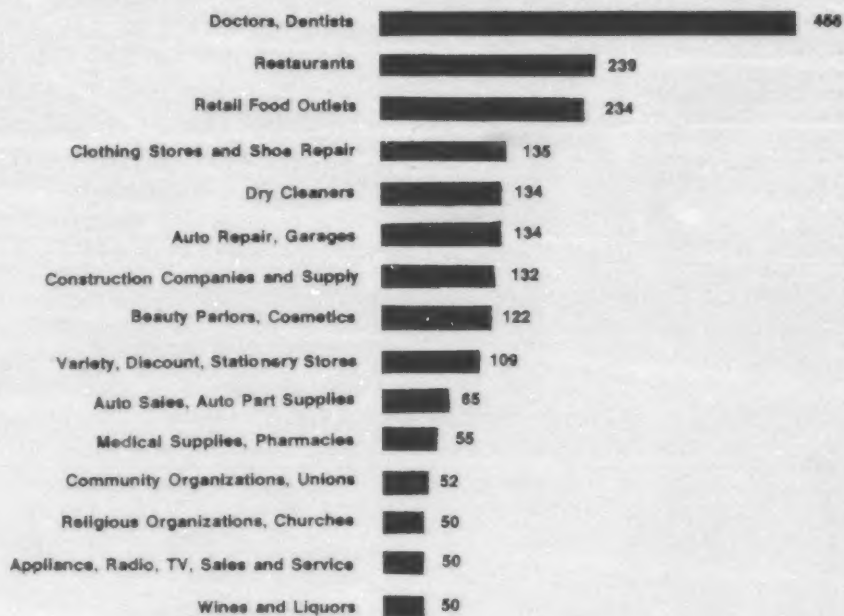
An effective Career Opportunities Program should also grant eighth grade equivalency and high school equivalency degrees, as well as assist community residents to continue their education onto the college level. Program component sites should be conveniently located so that continuing one's education does not constitute an undue burden or hardship.

RECOMMENDATIONS

The most viable thrust of the Career Opportunities Program would be to prepare District #9's residents for employment in the clerical and health care fields. Not only are these two of the fastest growing sectors of the city's economy, but District #9's position of having one of the highest concentrations of medical facilities in the Bronx makes it a natural place to conduct such a program.

As previously discussed, the employment problems in District #9 stem in part from a lack of basic skills, including those of reading, writing, mathematics, etc. Though these basic skills alone may not be sufficient for an unemployed or underemployed person to secure a job, few people would doubt their necessity. Consequently, the Basic Skills Program (Literacy Skills for High School Equivalency Diploma) must be a major component of the Career Opportunities Program in District #9.

The 15 Major Businesses in District No. 9



CONTINUING EDUCATION PROGRAMS IN DISTRICT 9

Continuing Adult Education programs in District #9 are offered by the Board of Education through its office of Special Education and Pupil Personnel Services, often in conjunction with the Bureau of Vocational Guidance. There are a variety of different programs listed in the Board's Directory of Adult Education in New York City, 1972-73.⁵⁶ The programs can be divided into two general types: those whose major function lies in the area of vocational education, and those which concentrate on the area of remedial basic education and the granting of high school and eighth grade equivalency diplomas. The Directory, which is available free of charge from the Board of Education, lists all of the adult education programs available city-wide. A variety of Adult Education Programs are available to District #9's residents.

In the area of vocational education, there are Evening and Day Trade Schools.⁵⁷ In the Regular Evening Trade School Program, there are various courses offered to people presently employed in a field who would like to upgrade or improve their skills.⁵⁸ In the Evening Pre-employment Training Program, courses are designed to train individuals in new skill areas or to improve existing skills. The difference between the two programs is that the former will only accept people who are presently employed in the trade which is being taught, while the latter will prepare people to enter a new field of work.

A fifth year of day high school, which provides training in a vocational area, is available to graduates under 21 years of age. There are no academic courses offered during the course of study, and the emphasis is on shop and laboratory skills.⁵⁹

The aforementioned adult education programs are located both within District #9 and throughout

the city. A resident of any part of the city can attend a program in any location.

The Board of Education also operates two Manpower Development and Training Programs in several occupational areas. All referrals to these programs are made through the New York State Employment Service.⁶⁰ In addition, the Board runs the Veterans and Reconversion Training Program (VRTP), which is a vocational program for veterans. Approved non-veterans may also participate after paying a nominal fee.⁶¹

The existence of these job training programs provides a potential resource to be integrated into a comprehensive District #9 Career Opportunities Program. In addition, successful Board of Education Programs could be considered for expansion. Furthermore, the New York City Board of Education has suggested that it will develop courses in response to stated community needs.

The second general category of programs is in the Fundamental Adult Education area.⁶² There are courses offered during the day and in the evening to give adults the basic education skills which they may have been unable to obtain in their younger years. The evening locations in District #9 ('72-'73) were at JHS 82, IS 148, JHS 22, Taft High School, and the Sedgwick Community Center. The daytime locations in '72-'73 were at CES 110, CES 114, Taft High School, Hudson Community Center, and the YM-YWHA. The specific courses offered vary from year to year, but generally include English as a Second Language.

The Directory of Adult Education states that the fundamental adult education courses "include instruction in English as a second language for beginning, intermediate and advanced students; elementary school subjects for those

preparing for 8th grade elementary equivalency certificates; basic education for native born adults; and preparation for the high school equivalency diploma. Day and evening courses are available throughout the school year and during the summer."

According to the Bureau of Fundamental Adult Education, the program city-wide is currently serving 40,000 persons in the evening, 6,000 during the day, and 2,000 during the summer; while the Evening Trade Schools serve 45,000 people. Thus, it is apparent that the presently available Board of Education programs do not reach all of the people who are in need of them. Whether this limited utilization is caused by ignorance of their existence on the part of the people who need them, or whether the programs in themselves are not adequate, cannot be determined. There are, however, many private, profit-making schools existing in predominantly Spanish speaking areas serving persons who need to learn English. The fact that many persons are willing to pay money for a service which they could ostensibly obtain for free could seem to indicate that the free services were not perceived as adequate by the potential consumer.

The Career Opportunities Program for District #9 can effectively serve as a central data bank and coordinator of the various resources that already exist in the area and throughout the city. The program can ensure that the existing resources are fully utilized before new ones are created from scratch.

CLUSTER CENTER COMPONENTS

Career Opportunities Program Component Delivery System

The need exists to develop and design the most efficient and practical way of delivering the necessary basic education and job training services to community residents who need them. These services should be as easy to obtain as possible; they should be conveniently located so as not to constitute an insuperable burden to the individual participating in the program.

In addition, it is suggested that the integrated, comprehensive program of job training and basic skill remedial education be administered and organized over a longer period of time, to be more effective than a more intensive program over a shorter interval. Evaluation has indicated that a trainee involved in job and basic skill training each day over a period of time, is more likely to retain the information than a trainee subjected to extensive lapses of time between exposures to new skills.

It is recommended therefore, that a number of basic education skill and workshop training components be situated at key geographical intersections, in close proximity to the on-the-job training sites coordinated with existing resources and services to serve as central resource centers for the trainees in that community area.

THE CLUSTER CENTER (S)

These sites, or "cluster center (s) ," could also be used at night, and on weekends, to serve residents of the area who work at jobs in Manhattan or elsewhere. The convenient location of the cluster centers in storefronts, schools, available buildings or in the planned linked system of multi-service Bilingual Education and Human Resource Center (s) to be housed in the vacant/abandoned sites proliferating the area, would

tend to maximize the utilization of the Career Opportunities Program. Such centers would capitalize on the fact that walk-ins off the street and word of mouth communication appear to be the most common means by which unemployed persons find jobs or learn about and enter training programs.

A further advantage of the geographical distribution of the cluster center(s) is the provision of program flexibility. Should the on-the-job component cease to exist, or, if over a period of time, businesses move away, the cluster center(s) could be easily relocated. In addition, cluster center(s) are not intended to have the character or atmosphere of the traditional "classroom," thereby avoiding the traditional alienation of adults (16+) and student "dropouts" to the concept of "going back to school."

STAFFING PATTERNS

The Counselor: Key Team Member

The cluster center(s) will serve as home base for the counselors.

Counselors, teachers of basic education skills, teachers of job and career skills and students form a cohesive unit.

Benefit can be derived from students and counselors sharing knowledge and experiences through informal discussion of life problems. In addition, support can be provided in times of failure and difficulty, congratulations in times of success. In such peer group dynamics, the counselor and the job trainees together can

- play an important role in identifying the problems that have prevented previously unemployed and underemployed participants from successful participation in the labor force, and

- attempt to formulate strategies for the solutions of these problems and plans of action.

Counselor Responsibilities

The counselor will help Career Opportunities Program trainees

- build self-esteem
- realistically define immediate employment expectations in terms of existing skills, background and experience
- articulate select and plan for career goals
- define long-range employment expectations in terms of planned participation in basic education courses, high school equivalency and on-the-job and workshop training courses
- help evaluate participants' progress in the program
- help evaluate participants' job and career goal decisions and achievement
- refer trainees to the other services available in the area.

In addition, the counselor will also function as

- liaison between the trainee and the on-the-job site training supervisor, clarifying any problems which may arise
- an on-the-job training site developer, well known to the business community as an individual who can be of assistance to them as well as to the trainee.

Basic Skills Program Component
(Literacy Skills for Eighth Grade and High
School Equivalency Diploma)

The need for an educational component capable of providing the missing basic education skills has been clearly demonstrated.

Workshop Job Training Component

It is recommended that the Basic Skills Education Program as well as the workshop job training courses would be located at the cluster center (s) .

Teaching programs in both components need to be coordinated with job requirements. The counselor in his suggested liaison role, can ensure that the teacher is familiar with the specific basic education and job training skills required by each trainee for his job.

It is also within the capability of the cluster center (s) to provide various levels of educational instruction geared to the specific needs of the individual trainees and groups.

Towards this goal bilingual individual and group instruction, as well as personal specialized services required by either individual trainees or groups, must be provided as circumstances require.

A permanent centralized pool of personnel, health and clerical specialists can be especially valuable in implementing the Career Opportunities Program's thrust toward the clerical and health care fields.

Different staff will be required for the basic education skill courses and for job training instruction including such courses as laboratory techniques and stenography.

Thus, the counselor of each cluster center can

-coordinate meeting the needs of each individual trainee,

- coordinate the training group, the teachers, the businessmen and job supervisors,
- inform and direct trainees to other auxiliary services,
- fulfill needed administrative functions at the cluster center,
- be in charge and be responsible for the smooth and effective functioning of the program under his direction.

In addition, day care facilities for the trainees' children can also be located at the cluster center.

Bilingual Components

To meet the needs of the total District 9 community, all program units need to include Bilingual staff and materials as integral components in each phase of the Career Opportunities Program.

The Core Facility

Cluster centers can be coordinated by a "core facility" mechanism. Core facility components would include:

- outreach
- intake interviewing and testing
- medical screening

Intake procedures should present the participant with all the available options in the program, as well as closely monitor the job market to identify new employment opportunities and to formulate programs to meet those needs. The planning of each trainee's program can take place at the core facility, but the actual implementation of that plan should occur at the cluster center (s).

- a job referral system

This system could be created in conjunction with the New York State Employment Service, which is currently in the process of computerizing its job referral-availability index. It may be possible to enter into negotiations with the New York State Employment Service with the goal of obtaining computer terminals and experienced staff for a job referral center in District #9.

- job development

Negotiations with existing businesses, local hospitals and trade unions can be initiated in the effort to secure job training slots and subsequent employment for the program participants.

In Summary

Flexibility is critical to the success of the Career Opportunities Program. The program should be capable of rapidly adjusting to changes in employment economy. Though the job opportunities

in New York City in the immediate future will be in the fields of clerical work and health care, one cannot assume that these needs will not change. Consequently, the Career Opportunities Program must be able to respond to these differing opportunities, including training needs in completely different fields.

The Career Opportunities Program for District #9 faces a challenging task. The program must

- help unemployed and underemployed people develop the skills needed to increase their productivity and income;
- be flexible and capable of reorienting program goals toward changes in the employment economy;
- be able to change its methods as the participants' needs change;

For example, over the past few years, New York City has experienced a considerable influx of French-speaking Haitians. Thus, it is possible that the Career Opportunities Program will need to include bilingual French and Creole programs, as well as instruction in Spanish.

- reorient persons to seek positions in the clerical and health care fields;
- include compassion and understanding

in the recognition that large-scale attempts to improve the employment opportunities of the unemployed and underemployed have met, at best, with mixed results. Neither this program, nor any other, can guarantee success. Significant progress, however, must and can be made. As T. S. Elliot wrote in the Four Quartets, "We, who are only undefeated, / because we have gone on trying."

IMPLEMENTATION PLAN

The career opportunities program for District #9 needs to be developed as an organic entity designed to meet the specific employment needs in the District.

While maximum effectiveness can best be obtained by implementing the entire program, it is possible to define, identify and describe the needed discrete components of the career opportunities program.

The following is a description of the program's components and, as individual components cannot function effectively without at least some of the others, they are not listed in any order of priority, and need to be considered as an organic whole.

1. Outreach to Community Residents

The career opportunities program, to be truly successful, must reach the unemployed and underemployed populations of the District.

This goal will require the design and implementation of an effective outreach component.

Past experience has shown that, in the absence of such an outreach component, programs are frequently utilized only by highly motivated persons already in the labor market (who are frequently actually ineligible according to listed entrance criteria for the proffered services).

Experience also indicates that there exists an untapped source of capable, unemployed and underutilized women in the District, frequently with up to three years of college education. These women can be identified and reached by establishing an ongoing relationship with community churches, alumni organizations of Black colleges and fraternal groups.

To ensure that the career opportunities program actually reaches the unemployed and underemployed residents of District #9, an effective outreach component is necessary.

Outreach through the mass media is one potential avenue of effective communication.

District #9 in the Bronx contains approximately 4% of New York City's population, and as such is covered by the city television stations, radio stations, and newspapers, etc.

However, as the career opportunities program is designed to be a community based program, outreach through the mass media alone would not suffice.

In addition, Outreach Communication through a District #9 Career Opportunities Program Newsletter, magazine, flyers, etc. is needed to reach the more comprehensive community audience.

In addition, as previously discussed, the unemployed and underemployed District #9 residents tend to favor informal channels of matching job seekers with jobs or training programs.

Thus, an effective outreach program needs to conform to the existing communication pattern of the District's population.

Walk-ins off the street and word-of-mouth by program participants and staff could also be an effective source of recruitment.

The cluster resource centers located throughout the District can also help to accomplish this purpose. Outreach workers based in the cluster resource centers can distribute literature, flyers, etc. to nearby street corners, parks, supermarkets, etc., and thereby recruit additional participants.

Thus, outreach involves taking the program to community residents as well as getting the community resident to come to the program.

A program of outreach workers, located in cluster centers, utilizing the maximum avenues of communication, including local and city-wide mass media, can achieve this goal.

2. Career Counseling (with industry and business support)

Unemployed and underemployed persons are frequently skeptical of programs which promise to help them. Thus, community residents need to understand the scope and objectives of this career opportunities program.

Program participants also need to understand the:

- possibilities of entry level jobs in the health and clerical field;
- length and nature of initial and advanced training needed;
- kind of jobs to be expected at the end of initial and advanced training programs;
- pay scales of a variety of health and clerical jobs; and
- health and clerical career ladder opportunities.

In addition, a major cause of the failure of manpower programs for the unemployed and underemployed is that participants enter programs with unrealistic expectations of the jobs available and of their own level of preparation.

Thus, program participants need to be aware of career ladder opportunities in the major industrial firms located in the city, including an understanding of:

- entry level and promotion requirements;
- experience/educational background and training necessary for promotion; and
- pay scales at each rung of the ladder.

This Career Counseling Center, staffed by potential employers, is designed to give the trainee a more accurate picture of the potential job market and of what the trainee can expect to happen in a given period of time.

3. Comprehensive Client Assessment and Recommendation

While career counseling is designed to give program participants more realistic expectations in terms of jobs, client assessment and recommendation is designed to provide participants with a more accurate assessment of their own background, educational and job training needs and potential.

Once participants have a more accurate assessment of their own background and experience as well as understand the kind of entry level jobs that can be obtained, (based on their past employment/educational experience and the job market), then individualized programs of teaching and training can be prescribed.

The comprehensive client assessment and recommendation component(s) could be located in the cluster resource center(s).

4. Basic Skills Program

As previously discussed, 62% of District #9's adult residents have not completed high school.

In addition, many community residents have not even had the opportunity to complete grade school.

Therefore, a basic skills program including literacy and mathematical skills, which grants eighth grade and high school equivalency diplomas, is essential.

The basic skills program will need to function during the day, evening and weekend hours, in the cluster resource centers, to enable participants who are holding jobs to continue their current employment.

In addition, the basic skills program, to be most effective, needs to be organized in an informal peer group atmosphere, rather than a formal classroom setting.

5. Job Training Centers

Concurrently with the basic skills program, trainees need to become acclimatized to the job that they can eventually expect to hold.

As recommended, the District #9 career opportunities program needs to train participants for jobs in the clerical and health care fields where jobs will be available in the coming years.

Job training centers, located in both the cluster resource center(s) and at identified on-the-job site locations (hospitals, etc.) need to provide a comprehensive program of typing, stenography, laboratory skills, etc

Specialized staff (full/part time), rental of space, acquisition of materials including laboratory equipment, on-site job training locations, will need to be organized.

In addition, aspects of the job training program will need to take place at convenient times to enable the participation of employed people who want to improve their job situation.

6. On-Site Job Training Program

The survey of the 3,000 businesses located in District #9 indicates that there is considerable potential for on-site job training, particularly if the career opportunities program is oriented toward the clerical and health care occupations. As previously mentioned, District #9 is the health care center for the entire Borough of the Bronx. Doctors' offices line the Grand Concourse, while hospitals and laboratories abound in the area. At present, the area includes seven major private and public hospitals, with an additional two slated for construction.

An increasing percentage of New York City's population is becoming both old and young, which places even greater burdens on health care facilities, as these two groups need medical care more often than do the middle-aged.

Thus, job opportunities in the health care field will increase in the coming years. District #9 is an ideal place to implement such an on-site job training program in conjunction with the existing health facilities and resources, so that community residents can obtain jobs and advance in this field.

Similarly, New York is becoming an increasingly white collar city. Manufacturing firms are finding it increasingly difficult to remain in the city because of space requirements and other factors. As these firms move out of the city, and given the fact that, in the foreseeable future, there appears to be no plan for a viable public transportation system to take the unskilled city residents to the suburban jobs, the unemployed and underemployed will need to be trained to hold jobs which will be both available and accessible within the city. The large number of retail and service establishments located in District #9 also provide opportunities to implement an on-site job

training program in the clerical fields. Typists, secretaries, receptionists, file clerks, bookkeepers, etc. will be needed in large numbers over the coming years, and the firms located in District #9 present a potentially excellent resource for enabling the career opportunities program to provide on-site job training in the clerical field.

7. Computer Based Job Market Analysis and Job Placement

Skills which are seldom used tend to atrophy; thus job placement for participants completing training is a critical career opportunities program component.

As previously mentioned, the New York State Employment Service is in the process of computerizing its data bank of job openings. Rather than duplicate the efforts of the New York State Employment Service, it would be valuable for the District #9 career opportunities program to be able to tap into the existing system.

However, the career opportunities program will need to provide the resources for obtaining extra computer terminals as well as provide the staff for job placement. It is claimed, as previously cited in this report, that the New York State Employment Service often agrees to provide services which budgetary and other considerations often render impossible to provide.

The only way to ensure that participants in the career opportunities program, once their training is completed, have the best opportunities to obtain permanent employment is for the program itself to provide the necessary resources to tap into the system, and not rely solely on the New York State Employment Service which may be beset by other priorities.

8. Follow Up and Evaluation

A critical factor in the success of any program is the follow up and evaluation. Not only does evaluation enable people to see whether the program is succeeding or failing, but it will also give insight into current problems and, consequently, be able to point the way to their successful solution.

Successful program graduates must also be followed throughout the course of their subsequent employment experience to determine whether problems arose which had not been anticipated, as well as to learn how long the benefits from the program endured.

Evaluation is essential to determine not only the degree of success or failure of the program, but also whether the internal rate of return is sufficiently high to justify future funding. Control groups must be established and, above all, the potential job market must be constantly reassessed to ensure that the people are being trained for jobs which will actually be available in the future.

9. Coordination with Existing Programs

Many of the resources needed in the career opportunities program already exist in New York City. Often these resources are unknown to community residents, insufficient in quantity, or located in areas where they are inaccessible to District #9's residents.

To ensure that resources in the District are maximized and that the career opportunities program coordinates effectively with existing job training, placement, counseling, and education programs, the establishment of a District #9 Coordinating Council is recommended.

Such a Council could help to ensure that the maximum number of people are served by all existing resources.

Liaison people from the Board of Education, New York City Manpower and Career Development Agency, Model Cities, New York City Health and Hospitals Corporation, the New York State Employment Service, other programs existing in the District, businesses and unions, among others, could be included on this committee.

Bilingual Components

To meet the needs of the total District 9 community, all program units need to include Bilingual staff and materials as integral components in each phase of the Career Opportunities Program.

SUMMARY

**Proposal for an ADULT CAREER OPPORTUNITIES
PROGRAM (BILINGUAL COMPONENTS)
in COMMUNITY SCHOOL DISTRICT 9
BRONX, NEW YORK**

Joint Presentation of:

**BOARD OF EDUCATION
DIVISION OF EDUCATIONAL PLANNING AND SUPPORT
OFFICE OF CAREER EDUCATION**

and

**OFFICE OF EDUCATIONAL AND COMMUNITY RENEWAL
COMMUNITY SCHOOL DISTRICT #9
BRONX, NEW YORK**

Any local school district program exists in the environment of the larger school system of New York City. As such, it requires coordination with other activities in this system to render its activities more effective. In addition, its own results will be of importance to the larger system.

Such system-wide ramifications of any career project fall directly under the aegis and responsibility of the Office of Career Education, Division of Educational Planning and Support of the central Board of Education.

Community School District 9 brought the results of its study of the career needs of the adult population within its borders to the Office of Career Education, and asked for their cooperation and expertise in planning and writing a proposal which would incorporate all of its needs and goals.

The resulting program is designed to be a cooperative venture between Community School District 9 and the Office of Career Education.

The operational aspects of the program will be the direct responsibility of the Office of Educational and Community Renewal of Community School District 9.

In addition to planning and preparation of the proposal, the Office of Career Education will provide guidance and advice in program development, implementation, research and evaluation. A representative of this Office will sit on the Advisory Board. The Office of Career Education will coordinate the resources of all the programs under its purview so that they serve the needs of District 9's training program.

PROGRAM DESIGN

The program design provides for a complete inventory of existing community resources and effective coordination and utilization of their services. A linked network of core and cluster centers will be set up to incorporate existing resources and provide additional services where needed. Cluster centers will house Basic Education components, including the Income Maintenance Education Program-English as a Second Language Laboratory and the Adult Basic Education-Title III Language Laboratory presently operating in District 9; day and evening classes in High School Equivalency preparation now offered at Taft High School Evening Center; and District 9 Continuing Education workshops.

Occupational Skills Training centers will also be located in cluster units. They will include those services already rendered by the Evening Trade Schools and the District 9 IBM and Office Skills Program. On-the-job training programs will be developed with the many hospitals, health care facilities and other businesses in District 9.

Other clusters will include a Career Counseling Center in cooperation with industry and business, a job placement unit and a research and evaluation component. All of these units will have access to child care centers and health care facilities. All units will include a Bilingual component.

Clusters will be conveniently located for the approximately 83,186 youth and adults, 16 years and older, who will be the target population of this project. These centers will be located in the projected linked system of Bilingual Education and Human Resource Centers as well as in storefronts, schools, hospitals and health centers, offices and other business sites throughout the district. This will insure program flexibility and minimize the atmosphere of a traditional "classroom" setting.

PROGRAM COMPONENTS

1. A comprehensive outreach to community residents to inform them of existing work, manpower, education, entry-level positions and training opportunities in the community.
2. A Career Counseling Center which, with business and industry support, will provide applicants with "hands on" experience as well as assist them in identifying interests and career options, short and long range career goals, and immediate entry-level positions available. Guidance counseling would include client assessment, recommendations and referral to health and day care services as well as ongoing evaluation of training choices, achievements and goals.
3. Basic Education which will be provided on a continuum from the remediation stage to occupational upgrading within the career options selected, including English as a Second Language and High School Equivalency preparation.
4. Occupational Skills training, including both on-the-job and workshop training. Initial concentration will be on Health and Clerical careers, since the needs survey indicated the greatest demand in these areas.

5. A Job Development and Placement component which will be tapped into the New York State Employment Service's computerized data bank of job openings, and will work cooperatively with advisory boards and industry to maximize job opportunities, help plan training programs which anticipate future community needs, insure ongoing relevancy of training programs, maintain follow-up records on graduates and incorporate relevant information into future training, and generally, provide a climate of cooperation among all participants which will be conducive to the success of this program.

RESEARCH OPTIONS

The operational aspect of this training program will be so designed as to establish the conditions under which much-needed research can be carried out. This proposal provides an Empirical Research Component which offers three research options. One is concerned with how reasonable employers' expectations are with reference to entry-level skills. Another explores the employer-employee relationship in our present state of changing ethical postures. The final option is concerned with the effect that counseling and educational messages have on a sample population.

BILINGUAL COMPONENTS

In addition, to meet the needs of the total District 9 community, all program units need to include Bilingual staff and materials as integral components of each phase of the Career Opportunities Program.

PLANNING, DEVELOPMENT AND IMPLEMENTATION

The following chart indicates approximate time schedules for planning, development and implementation periods:

Planning Period (1st - 4th Month)

1. Inventory community resources.
2. Identify sites and need for renovation.
3. Establish outreach for trainee recruitment.
4. Recruit staff.
5. Explore additional funding sources.
6. Staff to carry out the above activities:
Director
Assistant Director - Community Relations
2 Secretaries
1 Clerk-Typist

Development Period (5th - 6th Month)

1. Acquisition and renovation of sites.
2. Development of OJT programs with industry.
3. Ordering of materials.
4. Screening and interviewing of staff.
5. Additional staff hired at this time:
Assistant Director - Occupational Skills
Assistant Director - Supportive Services

Program Implementation (7th Month - 2 Years)

1. Implementation of all aspects of the program as previously described.
2. Assignment of full staff (counselors, basic education teachers, occupational teachers, job placement counselors, bilingual para-professionals, etc.).

ESTIMATED BUDGET

The following is a summary of the estimated budget figures detailing costs for the first two years of this project. Reflected as part of the New York City contributions are approximate costs of already existing facilities and services.

SUMMARY SHEET

	<u>FEDERAL AND/OR OTHER SOURCES</u>	<u>NYC AND OTHER GRANTS</u>
1. Equipment, Materials and Rental		
First Year	\$ 120,000	\$ 70,000
Second Year	45,000	265,000
2. Professional Staff		
First Year	\$ 146,875	\$ 9,375
Second Year	155,000	78,750
3. Non-Professional Staff		
First Year	\$ 34,250	\$ 20,500
Second Year	26,000	58,500
4. Supporting Services		
First Year	\$ 216,920	
Second Year	251,812	
GRAND TOTAL	\$ 995,857	\$ 502,125

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<u>HEALTH CAREER TRAINING OPPORTUNITIES IN THE BRONX</u>		
<u>FIELD</u>	<u>TRAINING FACILITY</u>	<u>PROGRAM OFFERED</u>
<u>HEALTH SERVICES</u>	Allied Health Careers	Ambulance Attendant Training
		Infant & Geriatric Care
	Hostos Community College	Dental Asst., A.A.S. Degree Health Science, A.S. Degree
<u>INHALATION THERAPY</u>	Hostos Community College	Inhalation Therapy, A.S. Degree
<u>LABORATORY AIDE</u>	Bronx Community College	Med. Lab. Tech., A.A.S. Degree
	Hostos Community College	Med. Lab. Tech., A.A.S. Degree
<u>MEDICAL OFFICE ASST.</u>	Monroe Business Institute	Medical Sec'y; Lab Techniques
<u>MEDICAL TECHNOLOGY</u>	St. Barnabas Hospital	Medical Technology
<u>NURSE (REGISTERED)</u>	Misericordia Hospital	Registered Nurse
	School of Nursing	
<u>NURSES AIDE</u>	N.Y. Training Center	Nurses Aide
<u>NURSING SCIENCE</u>	Bronx Community College	Nursing Science, A.A.S. Degree
	Hostos Community College	Nursing Science, A.A.S. Degree
<u>OCCUPATIONAL THERAPY AIDE</u>	Hostos Community College	Occupational Therapy Aide, A.A.S. Degree
<u>RADIOLOGIC TECHNOLOGY</u>	Bronx Community College	X-Ray Technology
	Hostos Community College	Radiologic Tech., A.S. Degree

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APPENDIX A

Letter to Major New York City Employers Re: Training Programs

Recognizing the need to identify those businesses in District #9, as well as in the larger metropolitan area, which might be able to provide job commitments and/or job training sites, and hoping to ascertain what training programs and entry level opportunities within the private sector might already be available to the community. A letter was sent to the hundred largest industrial and commercial employers in New York City.

As a result, information obtained indicated that there are business consortia active in the area of minority group employment. Businesses appear to have cooperated in organizing consortia which then become the agencies through which minority recruitment and training is initiated and implemented. Obligations of equal employment appear to be met by the promise of hiring individuals who have completed the training programs offered by these consortia. The consortia initiate and implement training programs for which they are reimbursed by the federal government under Manpower Development Training Act contracts negotiated with the United States Department of Labor. The trainee thus, receives instruction at no cost to himself as well as a stipend, if he is not working during training, or the wages from the job held simultaneously during training. In the latter case, the company is compensated for the time or additional costs incurred because of the lower level of efficiency of the trainee. The employing company, therefore, does risk any financial loss.

Private firms in business for the sole function of providing training programs under contract to various governmental agencies provided comprehensive prescriptions of present and projected programs, but were reluctant to provide information on success rates or evaluations. In the case of these firms the trainee is paid a stipend. The firm is also paid, not on the basis of whether the

trainee becomes employed at the end of the program, but rather on the basis of whether the trainee has acquired new skills and therefore raised the level of his potential employability. Thus, in this instance, the stated goal of the contract and program is not immediate employment, but the increase in skill level employability gained as a result of the training.

Summary of Meeting with major Life Insurance Company

To obtain additional information, an indepth interview was held with a subsidiary of a major Life Insurance Company which acts as a training contractor for recruiting and training of the "hard core" unemployed. The company is reimbursed by the federal government under an "M-5" contract. However, this major Life Insurance Company appears to have been involved in minority recruiting and training even before it became eligible for reimbursement under MDTA programs.

It was also emphasized that this major Life Insurance Company does not discriminate against minority personnel in promotion practices.

In addition, this major Life Insurance Company appears to offer employment to training program graduates (in an on-site connected training program) in which the specific skills obtained during training are utilized.

It was suggested that this major Life Insurance Company's screening procedure assisted in assuring trainee success. All referrals are made from NYSES, MCDA or CEP agencies. Many of the trainees are Income Maintenance Program recipients. Program directors have noted that a high school diploma did not necessarily ensure that the trainee was more likely to succeed than a high school dropout participating in the same program. Age and success also appeared to have little correlation.

Since 1966, 1215 people have started training and 789 have completed this program. Thus, 789 people were hired by this major Life Insurance Company,

of which 301 are still employed. Since 1971, 288 trainees have remained in jobs on level I, 119 have been promoted to jobs on level II, 46 have achieved promotions to level III, 17 have reached level IV, 3 have achieved promotions to level V, 2 hold positions on level VI and 1 has been promoted to a position on level III.

Under the "M-6" contracts, this major Life Insurance Company has experienced a dropout rate of approximately 10% since 1971, and an overall dropout rate of approximately 35% since 1966. Training program directors have noted that general economic conditions in the country appear to have a marked effect on the dropout rate.

This major Life Insurance Company is also considering phasing out the training programs implemented under M-type contracts as the number of jobs for which these programs prepare people are diminishing due to the decentralization of the company's home office functions and the increase in the use of computers.

This major Life Insurance Company's training program has been evaluated, as required, by an independent firm in 1971/1972.

WHK COMMUNICATIONS ASSOCIATES, INC.

509 MADISON AVENUE • NEW YORK, N. Y. 10022

Dear Sirs,

We have been retained by a community school board in the Bronx to search out and identify any and all private or publicly sponsored/operated manpower training or development programs which might conceivably be helpful to the various populations in the district.

Any information that you could send us including: names, addresses, functions, evaluations, type, size, funding source, or operating agency, etc. of any manpower training and/or development program would be greatly appreciated.

Any additional information about remedial education programs servicing a population over 16 years of age would also be helpful.

Please feel free to refer us to other sources which you think might have information of this type.

Thank you for your cooperation in this matter.

Very truly yours,

WHK COMMUNICATIONS
ASSOCIATES, INC.

APPENDIX B

Letter to Public Agencies Re: Manpower Programs

In addition to private corporations over 100 letters were sent to all city, state and federal agencies involved in any manner whatsoever with funding, administering or evaluating manpower training or remedial education programs.

The difficulty experienced in obtaining needed information underscores the need for a Manpower Information Bulletin.

In fact, the Manpower Area Planning Council plans, with the use of federal funds, to compile such a comprehensive, detailed inventory of all manpower programs operating in New York City. In addition, this Council plans to regularly update such a Manpower Information Bulletin. The fact that such a publication is not already available has implications in terms of the effectiveness of private, public and voluntary agencies attempting to deal effectively with the employment problems of minority groups.

APPENDIX C

District #9 Questionnaire Re: Employment Opportunities

In an attempt to delineate the employment universe in District #9, a questionnaire was sent to the 3,000 businesses located in the area. The questionnaire was intended to obtain a core of data about the rate at which businesses moved, the size of the operation, the kind and nature of businesses in the area, the number of employees, the skills required and the turnover rate. The questionnaire was designed to be simple and brief to obtain the maximum number of responses. The questionnaire and the covering letter were in both English and Spanish, and a self-addressed business reply envelope was enclosed to facilitate the return of the questionnaire.

An attempt was made to determine kinds of skill groupings businesses required rather than identifying job titles or functions. The determination of skill groupings appeared to be more useful in formulating a job training program as similar skills might well cut across job lines. In addition, skills needed by employers could be compared with those currently available in the labor market, and thus formulating a program that would result in increasing the supply of skills already available would be avoided. It was also hoped that the turnover rates of the various skill groups might be determined.

About 3.8% of the businesses responded to this Employment Opportunities Questionnaire. As the returns are reasonably random, a 3.8% sample is more than sufficient. In addition, data is further validated by the fact that the results of this survey are reinforced by similar results obtained by other independent surveys. The following is a tabulation of the results of this Employment Opportunities Questionnaire.

<u>Question</u>	<u>Number</u>	<u>Percentage</u>
1. What does your firm do?		
Service businesses	67	60
Retail stores	30	27
Wholesale and Manufacturing	14	13
2. What skills are needed?		
Unskilled	31	27
Skilled	82	73
3. Is it easy to find skilled, competent people?		
Yes	28	24
No	68	76
4. How many people are employed?		
1	19	19
2	12	12
3	14	14
4	7	7
5	2	2
6 or more	46	46
5. How many new employees do you hire each year?		
1	6	10
2	17	29
3	4	7
4	1	2
5 or more	31	53
6. From where do you get your new employees?		
Off the street, referral, or recommendation	54	42
Advertising, newspaper, etc.	28	22
Agencies, public and private	31	24
Unions	12	9
Other	4	3

(Note: Totals in some instances are different as not all questions were answered by all respondents.)

The high percentage of service-oriented businesses in District #9 conforms with the city-wide trend, of the decline in manufacturing, as verified by the State Department of Labor publications. It must be noted, in addition, that the District, which includes the Grand Concourse, is the health care center for the entire borough and houses within its borders more health care facilities than in any other comparable city area.

Though the retail operations in the District, also offer a potential resource. Most retail stores are small, family type businesses which only employ one or two people other than the owners.

Though the wholesale and manufacturing complex is small in number, it can provide the largest number of employment opportunities. In wholesale and manufacturing businesses who responded however, most employers indicated only a marginal need for skilled labor. In view of the amount of automation in manufacturing industries, this need not be a surprising factor. Garment manufacturers indicated a need for skilled sewing machine operators. However such work is often seasonal.

In Item II, almost half of the indications that skilled labor is required came from the health areas in which medical and dental professional, paraprofessional and technical skills are required.

Responses to Item III indicated that 70.8% of the businesses in the District experienced difficulty in finding skilled and semiskilled persons to fill available positions. One supermarket, for example, which employs 180 people, hires 100 new people each year. In one instance, a business had experienced a 200% yearly turnover rate. The survey indicates that 57.7% of the jobs in the District fall vacant each year, which means that work can be considered almost always available for any particular individual.

Responses to Item VI indicates that most of the businesses fill their needs from the community by word of mouth referrals. Most of the responses indicated that referrals from employees, friends and other community contacts was the major way in which new employees were located. The major agency utilized was the New York State Employment Service. The relatively low percentage using unions as labor pools appears to be indicative of the apparently low number of jobs for which union membership is required, and the low number of blue collar jobs which appear to exist in the District.

The employment situation opportunities in District #9 can be generally divided into small manufacturing complexes requiring unskilled or semiskilled labor, large numbers of professionally, paraprofessionally and technically staffed health services and a relatively small number of retail establishments employing small numbers of people other than the owners. Thus, the health and clerical fields appear to offer the most opportunity for initiating and implementing on-the-job training programs.

WHK COMMUNICATIONS ASSOCIATES, INC.

509 MADISON AVENUE

NEW YORK, N. Y. 10022

December 13, 1972

Gentlemen:

In an attempt to help businesses in your area find competent, skilled people to fill their needs, WHK Communications Associates, Inc. has been retained by the Community School Board No. 9 to formulate an adult education and training program in the District.

To create such a program which really helps both employers and job seekers in our area, we have found it necessary to take this survey.

Would you please be kind enough to return the brief enclosed questionnaire in the stamped self-addressed envelope at your earliest convenience.

All information will be kept strictly confidential and is being gathered for statistical purposes only.

A special grant from the Office of Education, H.E.W., is enabling the District to conduct this survey as part of a comprehensive career opportunities program to be developed in the District.

Thank you very much for your cooperation in this matter.

Very truly yours,

WHK Communications
Associates, Inc.

WHK COMMUNICATIONS ASSOCIATES, INC.
509 MADISON AVENUE • NEW YORK, N. Y. 10022

Diciembre 13, 1972

Señores:

En un intento de ayudar los negocios de su area a conseguir personas expertas para cubrir sus necesidades, WHK Communications Associates, Inc. ha sido contratada por el Community Board #9 para crear un programa de educación y entrenamiento en el distrito.

Para crear dicho programa el cual verdaderamente ayuda tanto al patrono como a los que buscan trabajo en nuestra area, nosotros hemos encontrado que es necesario que hagamos este estudio.

Sería Ud. tan amable de remitirnos en el sobre adjunto el cuestionario que le incluimos lo mas pronto que le sea posible? Le agradeceremos profundamente su atencion.

Toda información será completamente confidencial y está siendo pedida para fines estadísticos solamente.

Una Subvención especial de la Oficina de Educacion, H.E.W. esta haciendo posible que el Distrito haga este estudio como parte del amplio programa de oportunidad profesional que será desarrollado en el Distrito.

Muchas gracias por su cooperación en este asunto.

De Ud. muy atentamente,

WHK Communications
Associates, Inc.

WHK COMMUNICATIONS ASSOCIATES, INC.
509 MADISON AVENUE • NEW YORK, N. Y. 10022

EMPLOYMENT OPPORTUNITIES QUESTIONNAIRE

1. What does your firm do?
Qué tipo de trabajo produce su firma?

2. What types of skills are needed in your business?
Qué qualificaciones se requieren en su negocio?

3. Is it easy to find skilled, competent people to fill your needs?
Le es fácil encontrar personal preparado y competente para
satisfacer su necesidades?

4. How many people are employed by your firm?
Cuántas personas tiene empleadas en su firma?

5. Approximately how many new employees do you hire each year?
Aproximadamente cuantos empleados nuevos emplea cado año?

6. From where do you get your new employees?
Cuál es la fuente donde consigue su personal?

OPTIONAL

Firm name _____
Nombre de su firma _____
Address _____
Dirección _____

PLEASE RETURN BY FRIDAY, JANUARY 12, 1973
SE RUEGA ENVIAR LA RESPUESTA NO MÁS TARDE QUE EL VIERNES ENERO DOCE

APPENDIX D

Manpower training programs in District 9

Morrisania Youth and Community Services Center, Inc.
938 Morris Avenue
Bronx, New York 10456
992-8760

Centro De Orientacion Dominicano
1275 Edward L. Grant Highway
Bronx, New York 293-2174

Manpower Career Development Agency
1571 Bronx River Avenue
Bronx, New York

Morrisania Neighborhood Manpower Service Center
3225 Third Avenue
Bronx, New York
292-4600

District #9 Paraprofessional Training Program
1377 Jerome Avenue
Bronx, New York 10452
681-5000

District #9 Continuing Education
Sedgwick Center
1553 University Avenue
Bronx, New York 10453
299-2935